

The University of Chicago

A HISTORY OF
POOR RELIEF LEGISLATION AND
ADMINISTRATION IN MISSOURI

A DISSERTATION SUBMITTED TO THE FACULTY OF THE
SCHOOL OF SOCIAL SERVICE ADMINISTRATION IN CANDIDACY FOR THE DEGREE OF DOCTOR OF PHILOSOPHY

1940

By
FERN BOAN

THE UNIVERSITY OF CHICAGO, SOCIAL SERVICE MONOGRAPHS
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EDITOR'S PREFACE

If Amos Warner could return and review the field of American Charities, he might say again as he said in 1894 that "in each commonwealth the fabric of the public charitable institutions rests upon the quicksands of the poor law, which . . . probably none understands." He could not repeat the brief additional statement he then made that "few study" those laws. As a matter of fact today many are studying that body of ancient experimentation in the area of public charitable effort. If the understanding is inadequate to the problem, this is no evidence of inadequate capacity to understand. Completely to view the task of public relief, it is necessary to know something of the economic, the industrial, and especially the occupational opportunities available, to understand the interrelationships of influences tending toward the development of a spirit of independence on the one hand and toward something of a pauperizing attitude on the other, and to possess a skill in administering these grants in such ways as to foster the habit of self-reliance.

The poor laws were English in origin but they have become indigenous in the American states, and students who are trying to "understand them" are asking how the developments in the separate states differ from that in England and among themselves in the United States. To answer this, it will be necessary to review the history and describe the resulting situation in the fifty-one jurisdictions that make up the United States together with an examination of the supplementary activities of the federal government. This is a very large task and must be undertaken piece by piece. The story of any one of the older states is a long story, and, while Missouri is not one of the pre-revolutionary governments, it was admitted as early as 1821 and the story of one hundred and twenty years makes interesting reading.

Although Missouri was part of the Louisiana Purchase, there is little evidence of influence exercised or resulting from the Civil Law origin of that whole territory, which might so far as this particular story reveals, as well have been altogether a

Common Law jurisdiction.

It is an interesting development, told in an interesting way, adding distinctly to the possibility of the Poor Laws of the States being generally understood.

S. P. BRECKINRIDGE

AUTHOR'S PREFACE

The purpose of this study is to picture the development of the statutory and judicial provisions for the indigent of Missouri and the problems arising in the administration and application. It is hoped that such a study may have a twofold value.

With present day emphasis upon the need for revision of the older poor laws and the trend toward state care and federal grants-in-aid for dependent persons, it is thought that such a study will be beneficial to the people of Missouri, especially to legislators, administrators, and others interested in social legislation. The study shows how the state has arrived at its present status of care for the indigent and reveals some of the strong and weak points of the legislation and administration of the past.

A complete knowledge of the poor laws and their administration in the United States will become possible when studies have been made in each of the forty-eight states. This study contributes the history and the administration of the poor law in one of the oldest of the mid-western states. The period included extends over 133 years or from 1807, when the first territorial act relating to the poor was enacted, to 1940. The state is especially interesting from the standpoint of its urban and rural population. Two of the larger metropolitan areas of the United States are within its borders and yet in 1930 seventy-eight of the 115 counties had a population of less than 20,000. Consequently the problems relating to poor relief are both rural and urban in character. The attempt to meet both needs can be seen in the various Acts which include only counties of designated population.

No attempt is made in this study to give a complete discussion of the administration of state institutions, or of the laws pertaining to child welfare, or private care available for special classes of the poor. A study the length of this might be made on either of the subjects. The information given here concerning state institutions and care of children is only that necessary to present a picture of the public facilities for the care of special classes of indigents.

TABLE OF CONTENTS

	Page
EDITOR'S PREFACE	vii
AUTHOR'S PREFACE	1x
LIST OF TABLES	xi
 Chapter	
I. HISTORICAL SETTING	1
II. THE TERRITORIAL AND STATE POOR LAWS WITH JUDICIAL INTERPRETATION	19
III. LOCAL OUTDOOR RELIEF	41
IV. ALMSHOUSES	59
V. THE COUNTY-STATE INSTITUTIONAL PROGRAM FOR SPECIAL DEPENDENT CLASSES	95
VI. THE COUNTY-STATE AND COUNTY-STATE-FEDERAL PUBLIC ASSISTANCE PROGRAMS	126
VII. SUMMARY AND CONCLUSIONS	164
APPENDIXES	177
I. LIST OF LAWS OF MISSOURI RELATING TO THE POOR	179
II. LIST OF JUDICIAL DECISIONS CONCERNING THE POOR LAWS OF MISSOURI	193
III. FORTY-FIVE SKETCHES OF COUNTY CARE OF THE POOR ILLUSTRATING ARRANGEMENTS BEFORE 1900 AND A LIST OF COUNTIES WITH DATES OF ESTABLISHMENT OF ALMSHOUSES	195
IV. INTER-STATE LETTERS	216
BIBLIOGRAPHY	227
INDEX	237

LIST OF TABLES

Table	Page
1. Population of Missouri from 1810 to 1930	4
2. Year with Number of Counties Organized	6
3. Counties Listed According to Area, 1930	8
4. Percentage of Urban and Rural Population in Missouri from 1890 to 1930	9
5. Classification of Counties According to Population from 1820 to 1930	10
6. Population of Counties During the Ten-Year Periods from 1820 to 1930	12
7. Cities in Missouri with Populations of 5,000 or More in 1930	16
8. The Leading Mining Industries in Missouri for the Year 1929	18
9. Counties Listed According to Number of Poor Boarded Out	45
10. Counties Reporting Lump Sums Paid to Outdoor Relief Organizations	50
11. Counties without Almshouses	60
12. Counties Listed According to Number of Acres in Poor Farm in 1903	65
13. Number of County Farms with Lease and Salary Management	70
14. The Sixty-three Counties Employing a Superintendent of Poor Farm on a Salary Basis in 1911 and 1912 with Number of Employees and Monthly Payroll	72
15. Almshouse Population by Counties	76
16. Counties Classified According to Almshouse Population Census	79
17. Counties Listed in Order of Insane Population in Almshouses, 1897	83

Table	Page
18. Counties Listed in Order of Feebleminded Population in Almshouses, 1897	85
19. Private and County Patients Admitted to State Hospitals from January 1, 1923, to December 31, 1928	102
20. Number of Patients in St. Louis City Sanitarium . .	106
21. County and Private Patients Admitted to Missouri State School from January 1, 1927, to December 31, 1932	113
22. Counties Having Thirty or More Admissions to Missouri State Sanatorium during Biennium Periods	117
23. County and Private Patients Admitted to Missouri State Sanatorium from January 1, 1929, to December 31, 1934	118
24. Number of Patients Admitted and State Aid Received by Jasper County Tuberculosis Hospital . . .	119
25. Known Blind People in Counties in Missouri, December 31, 1938	132
26. Reason and Percentage for Rejection of Old Age Applications	141
27. Number of Recipients and Amount of Payment for Old Age Assistance, January, 1937, to December, 1938	143
28. Reason and Percentage for Rejection of Applications for Aid to Dependent Children	146
29. Number of Recipients of Aid to Dependent Children and Amount of Payment	147
30. Number of Cases and Persons Receiving General Relief from September, 1932, to December, 1938 . .	152
31. Average General Relief Grant Per Case during Years 1937-1938	155
32. Sum of Money Incurred for Public Relief in Missouri from September, 1932, to December, 1938	158
33. Amounts Spent on Public Charities by Each County in Missouri for the Year 1897	170

CHAPTER I

HISTORICAL SETTING

A brief survey of the historical background and economic development of Missouri is necessary that the provisions made for the poor and their relationship to the general development of the state may be understood.

The territory now known as the State of Missouri was probably explored by the Spanish as early as 1541. From that date until 1720 the Spanish continued to come into the state from the South in search of minerals. A probable date for the first French explorers is 1659. Their explorations continued until 1804. They sought minerals, too, but were especially interested in finding a water route to the Pacific Ocean and building a French empire.¹ Several temporary settlements were made by them before their first permanent one about 1732 at Ste. Genevieve.² These settlements gave France the undisputed claim for the territory which she ceded to Spain in 1762.

Although France claimed the territory at an early date no attempt was made to set up a government until 1770 when Spain provided one in military form. The military officials included a Lieutenant Governor, an assistant called a Commandant in each district and assistants to the Commandants called Syndics in each local district. There were also some government surveyors, clerks, and soldiers. The Lieutenant Governor was the all inclusive officer, having executive, judicial, legislative and military power. The assistants' powers differed only in degree from those of the Lieutenant.³ The Spanish created in what is now Missouri, five districts or units of government, namely, Cape Girardeau, New Madrid, St. Charles, Ste. Genevieve, and St. Louis.⁴ Although

¹Floyd C. Shoemaker, Missouri and Missourians (Columbia: The Walter Ridgway Publishing Co., 1922), pp. 27 f.

²Ibid., p. 39.

³Ibid., p. 47.

⁴C. H. McClure, History of Missouri (Chicago: The A. S. Barnes Co., 1920), pp. 8 ff.

Napoleon forced Spain to cede the territory back to France in 1800, he did not replace the Spanish officials, thus the territory including Missouri was ruled by a Spanish Lieutenant Governor until March, 1804, when the formal transfer was made from France to the United States.¹ From that time until the following October, Missouri remained under the military Government, the only noticeable change being that the Governor was American instead of Spanish.²

In October, 1804, the territory was placed under the government of the territory of Indiana.³ This government was not popular with the people and the following year, 1805, Missouri was given a separate territorial government of lowest rank.⁴ This form included a governor, secretary and three judges all appointed by the President. The Governor and judges made the laws, interpreted and enforced them. In 1812 the Government was raised to the level of a second class territory. This provided for a legislative upper house of representatives and a delegate to Congress, elected by the people.⁵ Four years later Missouri was given the third or highest form of territorial government which provided for election of both legislative houses.⁶ Soon after this, permission to form a state government was requested. The slavery controversy delayed the granting of this request until March, 1820, when an Enabling Act was approved by Congress, setting forth the boundaries of the state and giving permission to form a government.⁷

Three months later a convention met in St. Louis and

¹Missouri was a part of the Louisiana Purchase of 1803. See Act enacted by Congress, October 31, 1803. Missouri Laws, 1804-24, Part I, p. 4.

²McClure, op. cit., pp. 5, 6.

³Missouri Laws, 1804-24, pp. 5, 6. ⁴Ibid., pp. 6, 7, 8.

⁵Ibid., Part I, pp. 5 ff.

⁶Shoemaker, op. cit., p. 67.

⁷See Act of Admission, Revised Statutes, 1889, I, 47 ff. The boundaries set forth in this act are the same today with the exception of the northwest corner, known as the Platte Purchase, which was added in 1836. See Shoemaker, op. cit., p. 68.

wrote a constitution, which served until the close of the Civil War and was similar to the constitutions of the neighbor states, Kentucky and Illinois. By September the state officers had been elected and the constitution and government were ready to be presented to the United States Congress for approval. Again there was delay caused by the slavery controversy.¹ However, Missouri was formally admitted to the Union August 10, 1821, being the twenty-fourth state.²

It has been noted that the French were the first settlers in Missouri. When France ceded the land east of the Missouri River to England in 1763 a number of Illinois French moved across the River. A second migration was caused by the Revolutionary War and French settlements were made at St. Charles, 1780, Florissant (near St. Louis), 1785, and New Bourbon (near Ste. Genevieve), 1793

The Northwest Ordinance of 1787 prohibiting slavery north of Ohio and south of the Great Lakes, was the cause of the first American migration to Missouri. A number of people moved with their slaves to the west bank of the Mississippi and New Madrid was founded, 1789, Little Prairie, 1790, and Cape Girardeau, 1795. The Spanish governor was anxious to have the country settled by people who would be antagonistic toward England, and to attract new settlers from east of the Mississippi he offered land at very low cost, for example: 800 acres of land could be had for \$41.00 and the cost of surveying. He was successful in his attempt as a number of farmers from Kentucky, Tennessee, Virginia and the Carolinas moved into the area.³ As the population moved westward settlers came, too, from Illinois, Indiana, Maryland, New York, Ohio, Pennsylvania, and the New England States.⁴ In 1769 the population was one thousand; in 1795, five thousand; and in 1804, ten thousand three hundred and fifty.⁵ At the pres-

¹Shoemaker, op. cit., pp. 70 ff.

²See enabling act. The twenty-three states preceding Missouri included the thirteen original colonies and Vermont, admitted, 1791; Kentucky, 1792; Tennessee, 1796; Ohio, 1803; Louisiana, 1812; Indiana, 1816; Mississippi, 1817; Illinois, 1818; Alabama, 1819; Maine, 1820. See The World Almanac and Book of Facts for 1940 (New York World Telegram, 1940), p. 383.

³Shoemaker, op. cit., pp. 42 ff. ⁴Ibid., p. 77.

⁵Ibid., p. 45.

ent time Missouri is the tenth state in population¹ and the increase in population from 19,783 in 1810 to 3,629,367 in 1930 during the decennial periods can be noted in Table 1.

TABLE 1^a

POPULATION OF MISSOURI FROM 1810 TO 1930

Year	Population
1810	19,783 ^b
1820	66,586
1830	140,455
1840	383,702
1850	682,044
1860	1,182,012
1870	1,721,295
1880	2,168,380
1890	2,679,185
1900	3,106,665
1910	3,293,335
1920	3,404,055
1930	3,629,367

^aFifteenth Census of the United States, 1930, Population, I, 10 and 11.

^bMissouri was included in the United States Census for the first time in 1810. Although the state was not organized the area included in 1810 was the same as that which formed the state in 1821.

Although Missouri has had a great increase in population, there has not been an acute problem of Americanization of the foreign born. The population increase was due not so much to foreign immigration as to interstate migration, and since the organization of the State the proportion of foreign born in the population has been small. By 1804 there were more American than French and by 1820 there were seven or eight Americans to every Frenchman. After the establishment of the state government the largest percentage of foreign born, about 14 per cent of the population, was in 1860.² The percentage has been decreasing since then and in 1930 there was only 4.1 per cent of the white popula-

¹United States Census, 1934, Statistical Abstract, p. 5.

²Shoemaker, op. cit., pp. 45, 77, 260.

tion foreign born.

Since most of the pioneer settlers came from southern states and Missouri was a slave state, a race problem might logically be expected. This has not been so acute as in the southern states because the percentage of colored in the total population has been small. In 1910 there were only 4.8 per cent, in 1920, 5.2 per cent and in 1930, 6.2 per cent.¹ Seventy-six per cent of the 223,840 colored people in the State in 1930 lived in urban centers, 92,000 in St. Louis and 38,000 in Kansas City. The majority of the other 24 per cent lived in the rural areas of the southeast river lowlands.² There are very few residents of Missouri other than members of the white or black races. In 1930 there were only .2 per cent of the population composed of other races.³

The map on page 7 gives an idea of the size and the location of the five Spanish districts spoken of previously, which became the first five counties in 1812. The boundaries of the districts were indefinite. There was no limit on the west and the New Madrid district extended as far south as the present site of Helena, Arkansas. However most of the white population in the district resided in what is now Missouri.⁴ New counties were organized as new settlements were made and it is easy to trace the movements of settlers by the organization of counties. It can be seen from Table 2 that between 1812 and 1820 ten new counties were created. The organization of these new counties indicated that the population was moving up the Mississippi River, up the Missouri River, farther inland from the Mississippi and increasing along the Mississippi River.⁵ Ten more counties had been added by 1821 making a total of twenty-five when Missouri was admitted to the Union. County organization was not complete however,

¹Fifteenth Census of the United States, 1930, Population, III, Part I, 1319.

²Missouri State Planning Board, A State Plan for Missouri, Preliminary Report (1934), p. 27.

³Fifteenth Census of the United States, 1930, III, Part I, 1319.

⁴McClure, op. cit., pp. 8 ff.

⁵See map, p. 7, for location of counties.

until the time of the Civil War, although the peak year was in 1845 when eighteen counties were organized. Ninety-six had been organized before the first rural county almshouses were established in 1848.¹ Since the separation of St. Louis City and St. Louis County in 1876 there have been 114 counties and the City of St. Louis.²

TABLE 2*
YEAR WITH NUMBER OF COUNTIES ORGANIZED

Year	Number	Year	Number
1812.....	5	1836.....	4
1813.....	1	1837.....	5
1816.....	1	1838.....	3
1818.....	8	1841.....	15
1820.....	10	1844.....	1
1821.....	2	1845.....	18
1822.....	1	1849.....	3
1826.....	2	1851.....	5
1829.....	2	1855.....	3
1831.....	1	1857.....	4
1833.....	9	1859.....	1
1834.....	2	1860.....	1
1835.....	6	1861.....	1

*Shoemaker, op. cit., pp. 253-254.

The area and population of the counties are of interest here since the counties are the local administrative units for the poor law. During the organization period counties' boundaries were changed from time to time, new counties being formed within or at least including parts of older counties. At the present time the area of the counties varies from Worth with 265 square miles to Texas with 1,159 square miles. The majority of the counties range in area from four hundred to seven hundred square miles. There are only three counties under 400 and three above 900 square miles.³

Missouri has been until recently a rural state even though two of the leading cities in the United States were located within

¹See chap. iv.

²Shoemaker, op. cit., p. 254.

³See Table 3.

RAND McNALLY

LETTER SIZE OUTLINE MAP

MISSOURI

SCALE
0 10 20 30 Miles
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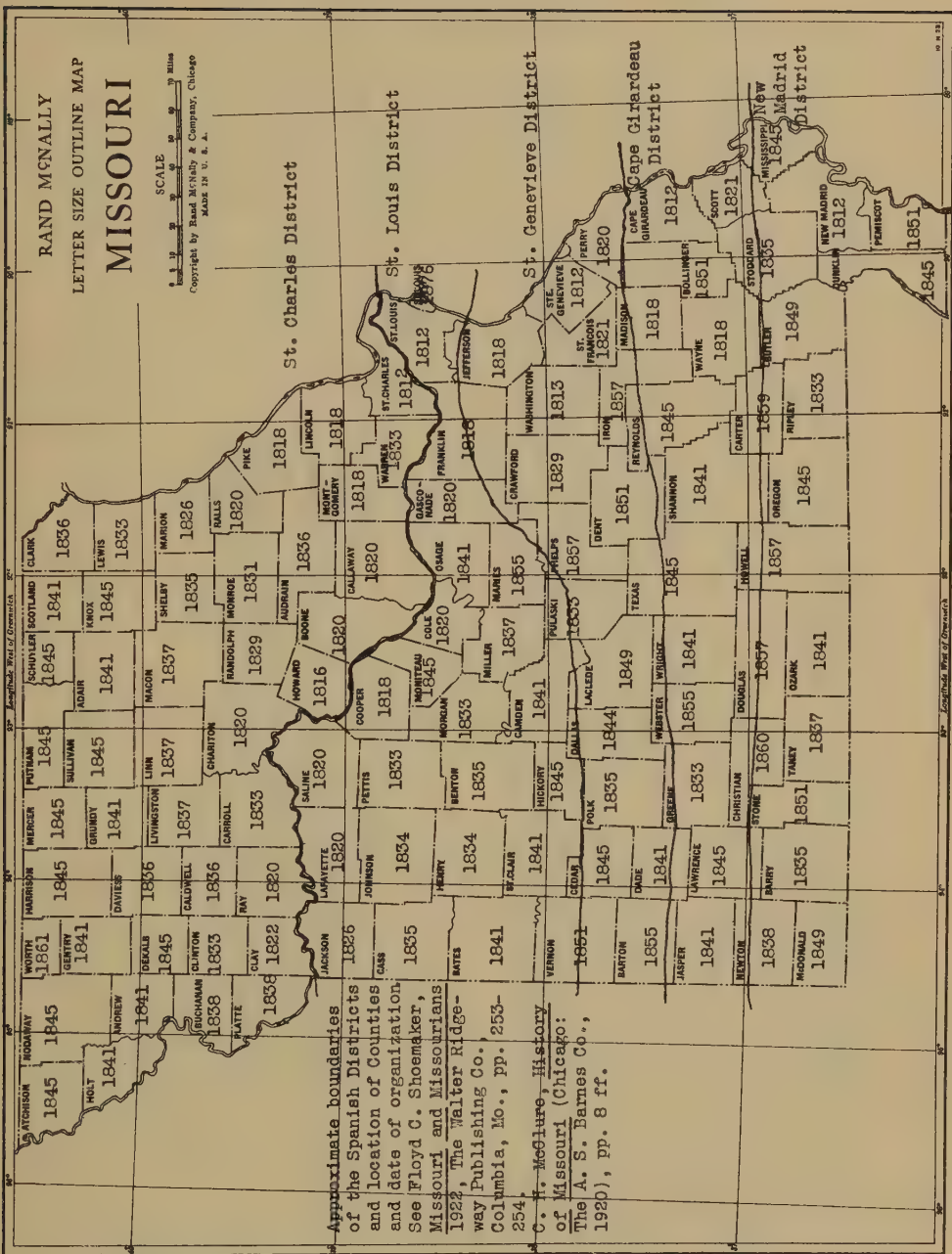


TABLE 3*

COUNTIES LISTED ACCORDING TO AREA, 1930

County	Area Square Miles	County	Area Square Miles	County	Area Square Miles
St. Louis City	61	Gasconade....	514	Monroe.....	666
Worth.....	265	Knox.....	514	Greene.....	667
Schuyler.....	309	Montgomery... 514	Phelps.....	670	
Cole.....	389	Putnam.....	517	Wright.....	677
Clay.....	402	Maries.....	520	Jefferson....	681
Hickory.....	407	McDonald....	527	Audrain.....	685
Buchanan....	408	Atchison.....	528	Pettis.....	685
Moniteau....	410	Dunklin.....	530	Camden.....	687
Warren.....	410	Livingston... 531	Boone.....	688	
Mississippi... 413		St. Charles.. 535	Butler.....	699	
Platte.....	415	Pulaski.....	542	Carroll.....	703
Scott.....	419	Dallas.....	543	St. Clair....	706
Clinton.....	423	Christian....	553	Cass.....	721
DeKalb.....	425	Iron.....	553	Harrison....	721
Andrew.....	428	Cooper.....	558	Washington..	741
Caldwell.....	433	Daviess.....	564	Henry.....	744
Grundy.....	433	Ray.....	565	Benton.....	745
Marion.....	436	Adair.....	571	Dent.....	746
Scotland.....	439	Cape Girar- deau.....	580	Ozark.....	746
Holt.....	446	Webster.....	585	Crawford....	747
Mercer.....	453	Miller.....	593	Laclede.....	753
Pemiscot.....	456	Osage.....	593	Saline.....	754
St. Francois.. 458		Barton.....	596	Chariton....	768
Perry.....	462	Lincoln.....	607	Wayne.....	775
Howard.....	468	Bollinger....	609	Oregon.....	778
Ralls.....	481	Lawrence....	609	Barry.....	784
Ste. Genevieve 481		Jackson.....	610	Douglas.....	804
St. Louis.....	487	Lafayette....	612	Callaway....	808
Gentry.....	490	Morgan.....	614	Macon.....	809
Randolph.....	491	Newton.....	622	Stoddard....	815
Cedar.....	498	Linn.....	626	Reynolds....	828
Clark.....	498	Ripley.....	627	Johnson....	831
Madison.....	499	Jasper.....	635	Vernon.....	839
Dade.....	501	Polk.....	641	Bates.....	870
Lewis.....	504	Sullivan....	649	Nodaway....	871
Carter.....	506	New Madrid... 652	Franklin....	879	
Shelby.....	509	Pike.....	653	Howell.....	915
Stone.....	510	Taney.....	655	Shannon....	992
				Texas.....	1159

*Number of square miles taken from 1930 Census, Vol. I, Population, Table 3, pp. 601 ff.

her borders. The percentage of the urban population has been increasing in the last several years as can be seen from Table 4 and by 1930 the urban population included 51.2 per cent or over half of the state's total population. There was an increase both in rural and urban centers until 1890. Before then only twenty counties had shown a decrease in population even though areas were being reduced by new county organizations. Since then many of the counties, most of them rural, have decreased in population and by 1930, eighty-three had populations less than they had in 1920.

TABLE 4*

PERCENTAGE OF URBAN AND RURAL POPULATION
IN MISSOURI FROM 1890 TO 1930

Year	Population	
	Rural	Urban
1890.....	68.0	32.0
1900.....	63.7	36.3
1910.....	57.5	42.5
1920.....	53.4	46.6
1930.....	48.8	51.2

*Fifteenth Census of the United States, 1930, Population, III, Part I, 1319.

St. Louis County was the largest local unit until the separation of the city and county. Since that time St. Louis City has led in population. Since 1870 Jackson County, in which Kansas City is located, has ranked second. St. Louis City and Jackson County were the only local units with large urban population, that is fifty thousand or over, until 1890 when Buchanan and Jasper Counties had over fifty thousand. By 1900, St. Louis and Greene Counties had over fifty thousand, making a total of six large urban centers. Over half of the Missouri counties have always had a population of less than twenty thousand. In 1900, there were forty-seven counties, which is the largest number ever reported with population over twenty thousand. In 1930, thirty-seven or 32.2 per cent had a population of twenty thousand or more, and seventy-eight or 67.8 per cent had under twenty thousand. Sixty-two of these counties were entirely rural, having no

incorporated town with a population of twenty-five hundred or more. Forty-three of the remaining fifty-two counties had 50 per cent or over of their population living outside of incorporated towns of twenty-five hundred or more.¹ In 1930, Carter County was smallest with a population of 5,503. In 1820, only two counties had a population of ten thousand or more and Wayne, the smallest, had only 1,443.²

TABLE 5*

CLASSIFICATION OF COUNTIES ACCORDING TO POPULATION
FROM 1820 TO 1930

Date of Census	No. of Counties Reported	Under 10,000	10,000 to 12,999	13,000 to 19,999	20,000 to 29,999	30,000 to 39,999	40,000 to 49,999	50,000 or More
1820	15	13	1	1	0	0	0	0
1830	32	30	1	1	0	0	0	0
1840	61	55	3	2	0	1	0	0
1850	99	81	9	8	0	0	0	1
1860	113	82	9	18	3	0	0	1
1870	114	47	26	27	11	1	0	2
1880	114	30	21	38	21	1	1	2
1890	115	17	16	42	27	8	1	4
1900	115	9	14	45	32	9	0	6
1910	115	8	16	46	32	7	0	6
1920	115	9	22	38	35	5	0	6
1930	115	15	26	37	20	11	0	6

*Statistics compiled from Table 6.

By 1930 Missouri had thirty-seven cities with population of five thousand or more. These were concentrated in twenty-nine counties, including St. Louis City as a county, located in various parts of the state. With the exception of St. Louis, Kansas City, St. Joseph, Hannibal and Sedalia, cities of ten thousand or more have been a development in Missouri of the last forty years. There were only six in 1890 and seven in 1900. In 1930, there were sixteen with a population of ten thousand or more and four with a population of over fifty thousand.³

The state has an area of 69,420 square miles, which

¹Missouri State Planning Board, op. cit., p. 26.

²See Tables 5 and 6. ³See Table 7.

places it eighteenth in size.¹ The total land area is 43,965,280 acres. Farming was the principal occupation of the early permanent settlers and has remained the leading occupation. Of the land area, 33,912,665 acres or 77 per cent is in farms, there being 255,897 farms in the state. The soil ranges from excellent crop land to land that is submarginal for agricultural purposes. In a recent study the soil was divided into four classes: (1) highest fertility, (2) that less fertile but considered suitable for cultivated crops, (3) less fertile, being marginal and sometimes almost submarginal for farming, and (4) submarginal land.² They found that there was a relatively dense population on some of the third class soil and the relief rolls were large there. To alleviate the condition some kind of employment will be necessary as a supplement to the income from farms. It has been suggested that there is a need for the establishment of a part-time industry in these areas.³ Of the state's total land area, 19 per cent was classified in No. I, 36 per cent in No. II, 28 per cent in No. III, and 17 per cent in No. IV.

A little over one-third or 33.5 per cent of the total land area is covered with forests.⁴

The other two leading occupational groups have been employed in manufacturing and mining. Manufacturing has been largely concentrated in St. Louis and Kansas City; 63 per cent of the 5,765 manufacturing establishments were in those two cities in 1929. These cities also had 68 per cent of the wage earners. Meat packing and the manufacturing of boots, shoes, and wood products are the leading ones.⁵

The mining districts in Missouri as in other states have declined so that either they have been deserted or many of the people now living in them have been forced to earn their livelihood in some other way. However, in 1929 there were 439 mines and quarries in operation, producing products for the year valued at \$47,276,257, and employing 13,418 people.⁶ Lead mining can be

¹United States Census, 1934, Statistical Abstract, p. 1.

²Missouri State Planning Board, op. cit., pp. 13 ff.

³Ibid., pp. 45, 46. ⁴Ibid., pp. 13, 15 ff.

⁵Ibid., pp. 42, 43, 44. ⁶Ibid., p. 44.

TABLE 6*

POPULATION OF COUNTIES DURING THE TEN-YEAR PERIODS FROM 1820 TO 1930

County	1820	1830	1840	1850	1860	1870	1880	1890	1900	1910	1920	1930
Adair.....				2,342	8,531	11,443	15,190	17,417	21,728	22,700	21,404	19,436
Andrew.....				9,433	11,850	15,137	16,318	16,000	17,332	15,282	14,075	13,469
Atchison.....				1,678	4,649	8,440	14,556	15,533	16,501	13,604	13,008	13,421
Audrain.....			1,949	3,506	8,075	12,307	19,732	22,074	21,160	21,687	20,589	22,077
Barry.....			4,795	3,467	7,995	10,373	14,405	22,943	25,532	23,869	23,473	22,803
Barton.....					1,817	5,087	10,332	18,504	18,253	16,747	16,879	14,560
Bates.....				3,669	7,215	15,960	25,381	32,223	30,141	25,869	23,933	22,068
Benton.....			4,205	5,015	9,072	11,322	12,396	14,973	16,556	14,881	12,989	11,708
Bollinger.....					7,371	8,162	11,130	13,121	14,650	14,576	13,909	12,289
Boone.....		8,859	13,561	14,979	19,486	20,765	25,422	26,043	28,642	30,533	29,672	30,995
Buchanan.....			6,237	12,975	23,861	35,109	49,792	70,100	121,838	93,020	93,684	98,633
Butler.....				1,616	2,891	4,298	6,011	10,164	16,769	20,624	24,106	23,697
Callaway.....			1,458	2,316	5,034	11,390	13,646	15,152	16,656	14,605	13,849	12,509
Camden.....		6,159	11,765	13,827	17,449	19,202	23,670	25,131	25,984	24,400	23,007	19,923
Cape Girardeau.....				2,338	4,975	6,108	7,266	10,040	13,113	11,582	10,474	9,142
Carroll.....	5,968	7,445	9,359	13,912	15,547	17,558	20,998	22,060	24,315	27,621	29,839	33,203
Carter.....			2,423	5,441	9,763	17,446	23,274	25,742	26,455	23,098	20,480	19,940
Cass.....					1,235	1,455	2,168	4,659	6,706	5,504	7,482	5,503
Cedar.....				6,090	9,794	19,296	22,431	23,301	23,636	22,973	21,536	20,962
Chariton.....				3,361	6,637	9,474	10,741	15,620	16,923	16,080	13,933	11,136
Christian.....		1,780	4,746	7,514	12,562	19,136	25,224	26,254	26,826	23,503	21,769	19,588
Clark.....					5,491	6,707	9,628	14,017	16,939	15,832	15,252	13,169
Clay.....			2,846	5,527	11,684	13,667	15,031	15,126	15,383	12,811	11,874	10,254
		5,338	8,282	10,332	13,023	15,564	15,592	19,856	18,903	20,302	20,455	26,811

*From 1920 to and including 1900 from Twelfth Census of United States, 1900, I, Population, Part I, pp. 27, 28; 1910 to and including 1930, Fifteenth Census of United States, 1930, I, Population, Table 3, pp. 601, 602, 603.

Clinton.....	.....	.....	2,724	3,786	7,848	14,063	16,073	17,138	17,363	15,297	14,461	13,505
Cole.....	.....	.....	9,286	6,696	9,697	10,292	15,515	17,281	20,578	21,957	24,680	30,848
Cooper.....	6,959	.....	10,484	12,950	17,356	20,692	21,596	22,707	22,532	20,311	19,308	19,522
Crawford....	.....	.....	3,561	6,397	5,823	7,982	10,756	11,961	12,959	13,576	12,355	11,287
Dade.....	.....	.....	.....	4,246	7,072	8,683	12,557	17,526	18,125	15,613	14,173	11,764
Dallas.....	.....	.....	.....	3,648	5,892	8,383	9,263	12,647	13,903	13,181	12,033	10,541
Davies.....	.....	.....	.....	5,298	9,606	14,410	19,145	20,456	21,325	17,605	16,641	14,424
DeKalb.....	.....	.....	2,736	2,075	5,554	9,858	13,334	14,539	14,418	12,531	11,694	10,270
Dent.....	.....	.....	.....	.....	5,654	8,357	10,646	12,149	12,986	13,245	12,318	10,974
Douglas.....	.....	.....	.....	.....	2,414	3,915	7,753	14,111	16,802	16,664	15,436	13,959
Dunklin.....	.....	.....	.....	.....	5,026	5,982	9,604	15,085	21,706	30,328	32,773	35,799
Franklin....	2,379	.....	.....	1,229	18,035	30,098	26,534	28,056	30,581	29,830	28,427	30,519
Gasconade..	.....	.....	7,515	11,021	8,787	10,093	11,153	11,706	12,298	12,847	12,381	12,172
Gentry.....	.....	.....	5,330	4,996	11,980	11,607	17,176	19,018	20,554	16,820	15,634	14,364
Greene.....	.....	.....	5,372	4,248	13,186	21,549	28,801	48,616	52,713	63,831	68,698	82,929
Grundy.....	.....	.....	.....	12,785	7,887	10,567	15,185	17,876	17,832	16,744	17,554	16,135
Harrison....	.....	.....	.....	3,006	10,626	14,635	20,304	21,033	24,398	20,466	19,719	17,233
Henry.....	.....	.....	.....	2,447	9,866	17,401	23,906	28,235	28,054	27,242	25,116	22,931
Hickory.....	.....	.....	4,726	4,052	9,866	17,401	23,906	28,235	28,054	27,242	25,116	22,931
Holt.....	.....	.....	.....	2,329	4,705	6,452	7,387	9,453	9,985	8,741	7,033	6,442
Howard.....	.....	.....	.....	3,957	6,550	11,652	15,509	15,469	17,083	14,539	14,084	12,720
Howell.....	13,426	.....	13,108	13,969	15,946	17,233	18,428	17,371	18,337	15,653	13,997	13,490
Iron.....	.....	.....	.....	.....	3,169	4,218	8,814	18,618	21,834	21,065	21,102	19,672
Jackson.....	.....	.....	.....	.....	5,842	6,278	8,183	9,119	8,716	8,563	9,458	9,642
Jasper.....	.....	.....	7,612	14,000	22,913	55,041	82,325	160,510	195,193	283,522	367,846	470,454
Jefferson....	.....	.....	.....	4,223	6,883	14,928	32,019	50,500	84,018	89,673	75,941	73,810
Johnson....	1,835	.....	4,296	6,928	10,344	15,380	18,736	22,484	25,712	27,878	26,555	27,563
Knox.....	.....	.....	4,471	7,467	14,644	24,648	28,172	28,132	27,843	26,297	24,899	22,413
Laclede.....	.....	.....	.....	2,894	8,727	10,974	13,047	13,501	13,479	12,403	10,783	9,658
Lafayette...	.....	.....	.....	2,498	5,182	9,380	11,524	14,701	16,523	17,363	16,357	16,320
Lawrence...	.....	.....	6,815	13,690	20,098	22,623	25,710	30,184	31,679	30,154	30,006	29,259
Lewis.....	.....	.....	.....	4,859	8,846	13,067	17,583	26,228	31,662	26,583	24,211	23,774
Lincoln....	.....	.....	6,040	6,578	12,286	15,114	15,925	15,935	16,724	15,514	13,465	12,093
Linn.....	1,662	.....	7,449	9,421	14,210	15,960	17,426	18,346	18,352	17,033	15,956	13,929
Livingston..	.....	.....	2,245	4,058	9,112	15,900	20,016	24,121	25,503	25,253	24,778	23,339
McDonald...	.....	.....	4,325	4,247	7,417	16,730	20,196	20,668	22,302	19,453	18,857	18,615
.....	.....	.....	.....	2,236	4,038	5,226	7,816	11,283	13,574	13,539	14,690	13,936

TABLE 6--Continued

County	1820	1830	1840	1850	1860	1870	1880	1890	1900	1910	1920	1930
Macon.....			6,034	6,565	14,346	23,230	26,222	30,575	33,018	30,868	27,518	23,070
Madison.....	2,047	2,371	3,395	6,003	5,664	5,849	8,876	9,268	9,975	11,273	10,721	9,418
Maries.....					4,901	5,916	7,304	8,600	9,616	10,088	9,500	8,368
Marion.....		4,837	9,623	12,230	18,838	23,780	24,837	26,233	26,331	30,572	30,226	33,493
Mercer.....				2,691	9,300	11,557	14,673	14,581	14,706	12,335	11,281	9,350
Miller.....			2,282	3,834	6,812	6,616	9,805	14,162	15,187	16,717	15,567	16,728
Mississippi				3,123	4,859	4,982	9,270	10,134	11,837	14,557	12,860	15,762
Moniteau.....				6,004	10,124	11,375	14,346	15,630	15,931	14,375	13,532	12,173
Monroe.....			9,505	10,541	14,785	17,149	19,071	20,790	19,716	18,304	16,414	15,466
Montgomery.	3,074	3,902	4,371	5,486	9,718	10,405	16,249	16,850	16,571	15,604	15,233	13,011
Morgan.....			4,407	4,650	8,202	8,434	10,132	12,311	12,175	12,863	12,015	10,968
New Madrid.	2,296	2,350	4,554	5,541	5,654	6,357	7,694	9,317	11,280	19,488	25,180	30,262
Newton.....			3,790	4,268	9,319	12,821	18,947	22,108	27,001	27,136	24,886	26,959
Nodaway.....				2,118	5,252	14,751	29,544	30,914	32,938	28,833	27,744	26,371
Oregon.....				1,432	3,009	3,287	5,791	10,467	13,906	14,681	12,889	12,220
Osage.....				6,704	7,879	10,793	11,824	13,080	14,096	14,283	13,559	12,462
Ozark.....				2,294	2,447	3,363	5,618	9,795	12,145	11,926	11,125	9,537
Pemiscot.....					2,962	2,059	4,299	5,975	12,115	19,559	26,634	37,284
Perry.....		3,749	5,760	7,215	9,128	9,877	11,895	13,237	15,134	14,898	14,434	13,707
Pettis.....			2,930	5,150	9,392	18,706	27,271	31,151	32,438	33,913	35,813	34,664
Phelps.....				5,714	10,506	10,506	12,568	12,636	14,194	15,796	14,941	15,308
Pike.....	3,747	6,129	10,646	13,609	18,417	23,076	26,715	26,321	25,744	22,556	20,345	18,001
Platte.....			8,913	16,845	18,350	17,352	17,366	16,248	16,193	14,429	13,996	13,819
Polk.....			8,449	6,186	9,995	12,445	15,734	20,339	23,255	21,561	20,351	17,803
Pulaski.....			6,529	3,998	3,835	4,714	7,250	9,387	10,394	11,438	10,490	10,755
Putnam.....				1,636	9,207	11,217	13,555	15,365	16,688	14,308	13,115	11,503
Ralls.....		4,375	5,670	6,151	8,592	10,510	11,838	12,294	12,287	12,913	10,412	10,704
Randolph....		2,942	7,198	9,439	11,407	15,908	22,751	24,893	24,442	21,182	27,633	26,431
Ray.....			6,553	10,373	14,092	18,700	20,190	24,215	24,805	21,451	20,508	19,846
Reynolds....				1,849	3,173	3,756	5,722	6,803	8,161	9,592	10,106	8,923

Ripley.....	3,970	.....	2,856	2,830	3,747	3,175	5,377	8,512	13,186	13,099	12,061	11,176
St. Charles	.....	4,320	7,911	11,454	16,523	21,304	23,065	22,977	24,474	24,695	22,828	24,354
St. Clair..	.....	.....	.....	3,556	6,812	6,742	14,125	16,747	17,907	16,412	15,341	13,289
St. Francois	.....	2,366	3,211	4,964	7,249	9,742	13,822	17,347	24,051	35,738	31,403	35,832
Ste.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Genevieve.	4,962	2,186	3,148	5,313	8,029	8,384	10,390	9,833	10,359	10,607	9,809	10,097
St. Louis..	10,049	14,125	35,979	104,978	190,524	351,189	31,888	36,307	50,040	82,417	100,737	211,593
Saline.....	.....	2,873	5,258	8,843	14,699	21,672	29,911	33,762	33,703	29,448	28,826	30,598
Schuyler...	.....	.....	.....	3,287	6,697	8,820	10,470	11,249	10,840	9,062	8,383	6,951
Scotland...	.....	.....	.....	3,782	8,873	10,670	12,508	12,674	13,232	11,869	10,700	8,853
Scott.....	.....	2,136	5,974	3,182	5,247	7,317	8,587	11,228	13,092	22,372	23,409	24,913
Shannon...	.....	.....	.....	1,199	2,284	2,339	3,441	8,898	11,247	11,443	11,865	10,894
Shelby....	.....	.....	3,056	4,253	7,301	10,119	14,024	15,642	16,167	14,864	13,617	11,983
Stoddard...	.....	.....	3,153	4,277	7,877	8,535	13,431	17,327	24,669	27,807	29,755	27,452
Stone.....	.....	.....	.....	.....	2,400	3,253	4,404	7,090	9,892	11,559	11,941	11,614
Sullivan...	.....	.....	.....	2,983	9,198	11,907	16,569	19,000	20,282	18,598	17,781	15,212
Taney.....	.....	.....	3,264	4,373	3,576	4,407	5,599	7,973	10,127	9,134	8,178	8,867
Texas.....	.....	.....	.....	2,312	6,607	9,618	12,206	19,406	22,192	21,458	20,548	18,580
Vernon....	.....	.....	.....	.....	4,850	11,247	19,369	31,505	31,619	28,827	26,069	25,031
Warren....	.....	.....	4,253	5,860	8,839	9,673	10,806	9,913	9,919	9,123	8,490	8,082
Washington.	2,769	6,784	7,213	8,811	9,723	11,719	12,896	13,153	14,263	13,378	13,803	14,450
Wayne.....	1,443	3,264	3,403	4,518	5,629	6,068	9,096	11,927	15,309	15,181	13,012	12,243
Webster...	.....	.....	.....	.....	7,099	10,434	12,175	15,177	16,640	17,377	16,609	16,148
Worth.....	.....	.....	.....	.....	.....	5,004	8,203	8,738	9,832	8,007	7,642	6,535
Wright.....	.....	.....	.....	3,387	4,508	5,684	9,712	14,484	17,519	18,315	17,733	16,741

TABLE 7*

CITIES IN MISSOURI WITH POPULATIONS OF
5,000 OR MORE IN 1930

Name of City	Population				
	1930	1920	1910	1900	1890
St. Louis City..	821,960	772,897	687,029	575,238	451,770
Kansas City.....	399,746	324,410	248,381	163,752	132,716
St. Joseph.....	80,935	77,939	77,403	102,979	52,324
Springfield.....	57,527	39,631	35,201	23,267	21,850
Joplin.....	33,454	29,902	32,073	26,023	9,943
University City..	25,809	6,792	2,417	.....	.....
Hannibal.....	22,761	19,306	18,341	12,780	12,857
Jefferson City..	21,596	14,490	11,850	9,664	6,742
Sedalia.....	20,806	21,144	17,822	15,231	14,068
Webster Groves..	16,487	9,474	7,080	1,895	1,783
Cape Girardeau..	16,227	10,252	8,475	4,815	4,297
Independence....	15,296	11,686	9,859	6,974	6,380
Columbia.....	14,967	10,392	9,662	5,651	4,000
Moberly.....	13,772	12,808	10,923	8,012	8,215
Maplewood.....	12,657	7,431	4,976	.....	.....
St. Charles.....	10,491	8,503	9,437	7,982	6,161
Carthage.....	9,736	.....	.....	.....	.....
Clayton.....	9,613	.....	.....	.....	.....
Kirkwood.....	9,169	.....	.....	.....	.....
Richmond Heights	9,150	.....	.....	.....	.....
Kirksville.....	8,293	.....	.....	.....	.....
Mexico.....	8,290	.....	.....	.....	.....
Chillicothe.....	9,177	.....	.....	.....	.....
Marshall.....	8,103	.....	.....	.....	.....
Poplar Bluff....	7,551	.....	.....	.....	.....
Nevada.....	7,448	.....	.....	.....	.....
Trenton.....	6,992	.....	.....	.....	.....
Webb City.....	6,876	.....	.....	.....	.....
Boonville.....	6,435	.....	.....	.....	.....
Brooksfield.....	6,428	.....	.....	.....	.....
Fulton.....	6,105	.....	.....	.....	.....
Washington.....	5,918	.....	.....	.....	.....
Clinton.....	5,744	.....	.....	.....	.....
Sikeston.....	5,676	.....	.....	.....	.....
Maryville.....	5,217	.....	.....	.....	.....
Warrensburg.....	5,146	.....	.....	.....	.....
De Soto.....	5,069	.....	.....	.....	.....

*Statistics for first 16 cities taken from Fifteenth Census of the United States, 1930, Vol. I, Population, Table 2, p. 600. The others are from the same source, Table 6, pp. 629, 630.

TABLE 7--Continued

Population					County Located in
1880	1870	1860	1850	1840	
350,518	310,864	160,773	77,860	16,649	
55,785	32,260	4,418	.....	.....	Jackson
32,431	19,565	8,932	.....	.....	Buchanan
6,522	5,555	.....	415	.....	Greene
7,038	.....	.....	.....	.....	Jasper
.....	.....	.....	.....	.....	St. Louis
11,074	10,125	6,505	2,020	.....	Marion
5,271	4,420	3,082	.....	.....	Cole
9,561	4,560	.....	.....	.....	Pettis
.....	.....	.....	.....	.....	St. Louis
3,889	3,585	2,663	.....	.....	Cape Girardeau
3,146	3,184	3,164	.....	.....	Jackson
3,326	2,236	1,414	651	.....	Boone
6,070	1,514	.....	.....	.....	Randolph
.....	.....	.....	.....	.....	St. Louis
5,014	5,570	3,239	1,498	.....	St. Charles
.....	.....	.....	.....	.....	Jasper
.....	.....	.....	.....	.....	St. Louis
.....	.....	.....	.....	.....	St. Louis
.....	.....	.....	.....	.....	St. Louis
.....	.....	.....	.....	.....	Adair
.....	.....	.....	.....	.....	Audrain
.....	.....	.....	.....	.....	Livingston
.....	.....	.....	.....	.....	Saline
.....	.....	.....	.....	.....	Butler
.....	.....	.....	.....	.....	Vernon
.....	.....	.....	.....	.....	Grundy
.....	.....	.....	.....	.....	Jasper
.....	.....	.....	.....	.....	Cooper
.....	.....	.....	.....	.....	Linn
.....	.....	.....	.....	.....	Callaway
.....	.....	.....	.....	.....	Franklin
.....	.....	.....	.....	.....	Henry
.....	.....	.....	.....	.....	Scott
.....	.....	.....	.....	.....	Nodaway
.....	.....	.....	.....	.....	Johnson
.....	.....	.....	.....	.....	Jefferson

placed first because of its place in the early settlement of the state and its continued rôle of importance to the present, as indicated in Table 8.

TABLE 8*

THE LEADING MINING INDUSTRIES IN MISSOURI
FOR THE YEAR 1929

Mineral	Value of Products	Number of Employees
Lead.....	\$22,955,417.00	3,773
Limestone.....	6,175,012.00	2,350
Clay.....	916,532.00	314
Marble.....	752,978.00	299
Stone.....	628,763.00	267

*Missouri State Planning Board, op. cit., p. 44.

CHAPTER II

THE TERRITORIAL AND STATE POOR LAWS WITH JUDICIAL INTERPRETATION

It is interesting that there seems to be no trace of Spanish or French influence in the territorial poor laws although the first one was approved only three years after the Spanish rule had ended and when the population was almost 50 per cent French.¹ Since the American influence was dominant in the legislation it is not surprising that the first poor law provided for the care of dependent children by apprenticeship as in 1807 that was the accepted practice in England and the American colonies.² Each district in the territory was given the power to organize an orphans' court consisting of the judges of the Court of Common Pleas. Every orphan and minor who did not have an estate sufficient for maintenance could by the order of this court be bound an apprentice by his guardian until he was twenty-one years of age if a boy or sixteen if a girl. The apprentice was to be taught some type of vocation, reading, writing, and, if a boy, common arithmetic. At the expiration of the term the apprentice was to be given ten dollars and a new suit of clothes. The court would receive complaints from either the master or apprentice and could make orders, to relieve the party injured, even to removing the apprentice and binding him to another master or requiring the apprentice in case of complaint against him to give further service after the expiration of his term.³

In 1815, the jurisdiction of apprentices was transferred from the orphans' court to the circuit court and girls could be

¹The Spanish rule ended in 1804 and the first legislation relating to the poor was enacted in 1807. See chap. 1 and Missouri Laws, 1804-24, I, chap. 40, p. 140.

²For discussion on apprenticeship see Grace Abbott, The Child and the State (Chicago: University of Chicago Press, 1938), I, Part II, 79 ff.; Part III, 189 ff.

³Missouri Laws, 1804-24, I, chap. 40, pp. 140 ff.

bound apprentices until eighteen years of age.¹

The principles of the territorial apprenticeship act were accepted by the new state² and so far as dependent children were concerned had only a few changes until 1917 when the apprenticeship laws were repealed.³ Provisions for apprenticing children whose parents were unable to support them or neglected them and permitted them to grow up in idleness were included. In 1835, the age of the girl was lowered to sixteen⁴ but later it was raised again to eighteen.⁵ From 1835 to 1879, the County Court was given apprenticeship jurisdiction and the master was forbidden to remove an apprentice out of the state.⁶ In 1879, the probate court was given jurisdiction and continued its jurisdiction until the repeal of the law in 1917. The gift at the expiration of the term was made a requirement again in 1835 and this time the apprentice was to receive two suits of clothes, a new Bible and \$10.00.⁷ Masters were not required to teach colored apprentices to read and write. Colored children were, however, to receive an additional sum of money, to be assessed by the County Court in lieu of the education.⁸ After the Civil War the County Court was given the authority to bring any emancipated Negro or mulatto under the age of eighteen, before the Court and if he was found in want, begging, idle, or neglected by the former owners the Court could bind the boys until twenty-one and the girls until

¹In the later act there was no statement about a new suit of clothes or the payment of ten dollars at the expiration of the term. Ibid., chap. 143, secs. 70-71, p. 417.

²Revised Statutes, 1825, I, secs. 4, 5, p. 132.

³Missouri Laws, 1917, sec. 1, p. 195.

⁴Revised Statutes, 1835, secs. 2, 6, p. 67.

⁵Ibid., 1866, p. 474.

⁶See description of County Court, p. 24, n. 5.

⁷The value of the gift at the expiration of the term changed from time to time. In 1835, the two suits of clothes given to a boy were to be worth \$40.00 and to a girl \$20.00. In 1866, the boy's suits were raised to \$60.00 and the girl's to \$40.00 and each was to receive \$20.00 in current money. In 1879, \$50.00 was named as the value of the clothing.

⁸Revised Statutes, 1835, sec. 10, p. 68.

eighteen as apprentices. The County Clerk was required to keep a public register which would include the name and age of all such apprentices and the name, residence and occupation of the master.¹

The first territorial provision for the adult poor was made eight years after the first apprenticeship statute. Again the influence of the poor law of England and of the American colonies can be seen. These earlier laws defined the poor and included the principles of family responsibility, local responsibility and settlement.

The Missouri act does not appear to have been copied verbatim from the legislation of any other state, but the wording is quite similar and all of the provisions can be found in the various poor laws of the states preceding Missouri in the Union. Similarity in wording can be seen in the titles and in the persons included as beneficiaries.² The title of the Missouri act was the same as the great Elizabethan act of 1601 which was also called "an act for the relief of the poor." The Kentucky act approved December, 1793, was known as "An Act Concerning the Poor."³ The Indiana Territory, which governed Missouri until 1805, called their act passed in 1807 "A Law for the Relief of the Poor."⁴

The beneficiaries included in the Missouri act were "the lame, blind, sick, and other persons who, from age or infirmity" were unable to support themselves and had no means of support.⁵ Virginia mentioned the poor, lame, blind, and other inhabitants of the district not able to maintain themselves as being eligible for relief.⁶ Ohio included the old, blind, impotent, lame, and other persons not able to work as poor if they did not have a

¹Ibid., 1866, chap. 118, p. 477.

²"An Act for the Relief of the Poor," Missouri Laws, 1804-24, I, chap. 121, p. 340.

³Statute Laws of Kentucky, 1799-1834, II, Title 139, p. 1323.

⁴Laws of Indiana Territory, 1801-9, chap. 23, p. 308.

⁵Missouri Laws, 1804-24, I, chap. 121, p. 340.

⁶Collection of Acts of Virginia, 1807-12 (2d ed.), chap. 102, sec. 5, p. 253 (law passed in 1792).

livelihood.¹ The English law mentioned the lame, impotent, old, blind and other poor not able to work.

The Missouri Act, as did all of the other poor relief acts, recognized society's responsibility for the poor. It was much briefer than the acts of most of the states preceding it. The subject of taxation was not included. The method of administration was left entirely with the Court of Common Pleas no mention being made concerning appointment of officers of the poor or a particular type of care to be given to the poor.² Although there was no provision in the Missouri law as there was in the early Ohio Act,³ and several other early state statutes, for farming out the poor, usually to the lowest bidder at public venue, it was practiced in several of the counties.⁴

Before there was separation of the Church and State, the Parish was the usual administrative unit for the poor laws. Since the State and Church were always separate in Missouri, the legislators had to look for samples of administrative units in similar systems. The examples consisted of three types, a township as Ohio provided in 1790,⁵ a county as Tennessee provided in 1796⁶ or a combination of township and county as provided by the Indiana

¹Chase Statutes of Ohio and N.W. Territory, 1788-1833, I, chap. 54, sec. 4, p. 176.

²The Court as an administrative agency for the poor law is an exception to the general practice in Missouri "of the separation of powers" in the three divisions of government. The early act establishing the Court of Common Pleas provided for the governor to appoint three respectable inhabitants in each county as judges of the court for terms of four years. The work of this court included the ordinary work of a lower court such as suits, pleadings and other proceedings both civil and criminal as well as the administrative agency for the care of the poor. See Missouri Laws, 1804-1824, I, chap. 93, pp. 272 ff.

³Chase Statutes of Ohio and N.W. Territory, 1788-1833, I, chap. 20, sec. 1, p. 284.

⁴See chap. 111.

⁵Aileen Kennedy, The Ohio Poor Law and Its Administration (Chicago: University of Chicago Press, 1934), pp. 11, 12.

⁶Scott, Tennessee Law, 1715-1809, I, chap. 5, sec. 1, p. 593.

Territory in 1800.¹ Missouri chose the county as the administrative unit. Any system of local responsibility would necessarily bring up the question of settlement, and Missouri followed the example of her sister states, requiring residence in the county as a qualification for relief. She was more lenient in her settlement laws than most of her eastern and southern neighbors as only nine months were required while a year was the usual period. Warning out, requiring certificate or asking for security, means used by some of the states for protection against transient indigents becoming residents were not mentioned in the Missouri law. The only protection of this kind was a provision to the effect that if a person were sent to a county for the purpose of obtaining residence, in order to receive relief, the residence would not entitle him to relief even though his stay were nine months.² The Kentucky legislators of 1798 probably had in mind the same thing as the Missouri body when they enacted a statute providing that any person bringing a poor person (not a father, mother, or child) into the state or from one county to another who was or would be likely to be dependent on the county could be forced to give security.³ It is not known whether or not the early Missouri counties ever had trouble because of other states or counties sending poor persons to gain residence. There were no cases in the higher courts of a later date on this point.

The application for relief was made through the Justice of Peace or through one of the judges of the Court of Common Pleas. This court was also the Administrative Court of the Indiana Territorial Law of 1807.⁴

Like Tennessee and Virginia, Missouri did not make the family responsible for the support of their poor relatives.⁵

¹Alice Shaffer, Mary Wysor Keefer, and S.P. Breckinridge, The Indiana Poor Law (Chicago: University of Chicago Press, 1936), pp. 12, 13.

²Missouri Laws, 1804-24, I, chap. 121, sec. 1, p. 340.

³Statute Laws of Kentucky, 1799-1834, II, 1323.

⁴Laws of Indiana Territory, 1801-9, chap. 23, sec. 2, p.

308.

⁵See Ellen B. Wallace, "History of Legal Provision for the Poor in Tennessee" (Unpublished Master's thesis, University of Chicago, 1927), p. 20; Harriet L. Tynes, "History of Poor Relief Legislation in Virginia" (Unpublished Master's thesis, University of Chicago, 1932), p. 37.

Two years after the enactment of the general poor law act, special provision was made for allowing maintenance to the poor insane. This was to be paid to the guardian.¹

Several of the states made some provision in their poor laws for dealing with the able-bodied who could not or would not find work. This provision in Missouri is found in the Vagrancy Act instead of the poor law but the methods of dealing with the persons concerned are quite similar. This act defined a vagrant as an able-bodied person who did not have anything to maintain himself, a beggar, or a person who left his wife and children without means, so that the county was forced to take care of them. Those who earned a living at gaming tables were also included. Any such person, unless he could give \$25.00 security, might be arrested and committed to jail until the County Court met. If the person was a minor, he could be bound out and if an adult he could be sold to the highest bidder for a term not exceeding three months. If no one would bid on him, he was to have lashes on his "bare back" not exceeding twenty-five.² Harsh as this was, it was not so bad as North Carolina and Tennessee, which in 1784 provided that a vagrant could be sold for six months or in case of no bidder be given thirty-nine lashes on the "bare back."³

The first general poor law approved after the state government was organized made only two important changes from the territorial law.⁴ The administration was placed in a "tribunal for executing county business" instead of the Court of Common Pleas,⁵ and the court was directed to use its discretion and

¹Missouri Laws, 1804-24, I, chap. 191, sec. 1, p. 508.

²Approved January 3, 1815, "An act to prevent the increase of vagrants and other idle and disorderly persons in this territory" (ibid., chap. 124, p. 343).

³Scott, Tennessee Laws, 1715-1809, I, chap. 34, sec. 2, p. 302.

⁴Missouri Laws, 1825, II, 618, 619. "An act for the relief of the poor" approved December 30, 1824.

⁵This tribunal, known as the county court, is an administrative body responsible for transacting most of the county business and does the same work that is delegated to the county commissioners in several of the states. At first the court was composed of Justices of the Peace. At present it is composed of three elected judges, the presiding one, representing the

grant relief to all citizens who might require its intercession. The idea for this latter provision may have been taken from the early statutes of other states, authorizing their local administrative bodies to aid non-resident poor and charge it to the county of their legal residence. The statute was clarified thirty years later when in 1856 it stated categorically and in terms that remain in the statute until the present time that the county court should at all times use its discretion, and grant relief to all persons, without regard to residence, who might require its assistance.¹ However the amount of money spent in transporting indigents out of the county,² and the five cases brought before the supreme court in which settlement was a question indicate that the County courts used this authority only as an emergency measure and have usually required settlement before giving permanent relief.³ Their authority to grant permanent relief to non-residents is evidenced however by a case which came before the supreme court in 1901. The father of an insane adult non-resident had given the county court a bond which assured he would pay \$50.00 per year to the county for her support. In exchange for this bond the court promised to send her to the state hospital as a county patient which meant that they would have to pay the cost

entire county serves four years and the others, representing districts serve two years. They must be twenty-four years of age, citizens of the United States five years and residents of the county. In counties with a population of less than 75,000 the courts hold four terms annually, beginning the first Mondays in February, May, August and November. Monthly terms are held in the larger counties. Special terms may be called. The county clerk elected for a term of four years is the official secretary of the court. See Revised Statutes, 1929, I, chap. 9, art. 1, sec. 1824, p. 684; art. 5, pp. 719 ff., and II, chap. 77, art. 1, sec. 11664, p. 3132.

¹Ibid., 1856, II, chap. 126, sec. 5, p. 1155.

²See chap. 111.

³See Carrier v. Missouri Pacific Railroad Company, 175 Missouri 470 (1903). Case of non-resident's right to sue as a poor person discussed later in chap. 11; also see State ex rel Yarnell v. Cole County Court, 80 Missouri 80 (1883); Shields v. Johnson County, 144 Missouri 76 (1898); Thomas v. Macon County, 175 Missouri 68 (1903). Cases discussed in chap. v relating to residence of poor insane.

of her maintenance there. The father later defaulted in payment and his attorney argued that the bond was not legal. The higher courts quoted the poor law which referred to non-residents and stated that while the county court was not required to do anything, it could use its discretion and make any type of contract that it felt necessary to care for a non-resident poor person.¹

There has been much less litigation concerning settlement laws than in some of the earlier states² and it is quite probable that Missouri benefited by some of their decisions which may have been brought out in the lower courts. It is possible that the Attorney General and after 1913 the State Board of Charities and Corrections settled many of the disputes without court action.³ The recent indifference of the counties in assuming responsibility for the poor resident stranded in another state and the practice of "passing on" which are discussed later⁴ may explain the absence of litigation pertaining to sane poor persons when settlement was involved.

In 1835 the requirement of a nine months residence was increased to twelve months which is the present residence requirement.⁵

In the same year (1835) funeral expenses were also allowed for poor persons who died within the county.⁶

¹Scotland County v. McKee, 168 Missouri 282 (1902).

²For example see Kennedy, op. cit., chap. viii, pp. 67 ff.

³Since the Attorney General reports are not published and are not available earlier than 1922, it is impossible to know how much use was made of him in the early administration of the poor law.

⁴See chap. iii.

⁵Revised Statutes, 1835, sec. 1, p. 448.

⁶Ibid., sec. 4. The law includes provision for funeral expenses today, although it has been legal since 1879 for medical schools in the state to use the bodies of the poor for study. Bodies are no doubt needed by the schools but there is some question about the justice of taking that advantage of poor people adding one more burden to their already difficult position. See "An Act to Promote the Science of Medicine and Surgery," Missouri Laws, 1879, p. 161; 1887, p. 215; 1907, p. 356, and Revised Statutes, 1929, II, chap. 53, art. 3, p. 2526, sec. 9128 ff. Missouri Laws, 1939, p. 510.

Twenty years later this statute was interpreted as giving the county court the authority to use county funds at their discretion for the burial of the poor but it did not make it mandatory for them to do so. The case on which this decision was reached involved a Mr. Duval who presented to the county court of Laclede County a bill for the care of Mrs. Basney during her last illness and for money paid for funeral expenses. Mrs. Basney's husband was a poor person but the county court did not request or promise to pay Mr. Duval to take care of the funeral expenses and therefore refused to allow the bill when it was presented. Mr. Duval claimed that he had a right to collect since the poor law definitely made the county responsible for the burial of poor persons. One justice agreed with him, stating that the law made it the imperative duty of the county to pay reasonable expenses for the burial of its poor. However the other justices interpreted the law differently and the court ruled that the county court had the authority to use county funds at their discretion for the burial of the poor and a party voluntarily burying a poor person had no legal claim on the county.¹

The only other case to reach the supreme court concerning funeral costs was decided almost twenty years later and was similar in the fact that a private person, Mr. Handlin, evidently a merchant, presented to the Morgan County court a bill of \$22.00 for funeral clothes to Mr. Gorman. The county court refused to pay the bill, and was upheld by the earlier ruling on the subject. However, a new aspect of this case was the question as to whether or not Mr. Gorman was a poor person. Mr. Handlin was told by the person who obtained the clothes that the Gorman family had no means to pay for the clothes and to charge them to the county. Mr. Gorman's property was appraised shortly after his death at about \$200.00 and the administration law vested his widow with this property, thus Mr. Gorman's property passed to his widow at the time of his death leaving nothing in his name for funeral expenses. The supreme court held that the legislature never intended the county to pay the funeral expenses of a man who at the time had sufficient means to do so, notwithstanding the fact that the administration law might vest all his property in his widow.²

¹Duval v. Laclede County, 21 Missouri 396 (1855).

²Handlin v. Morgan County, 57 Missouri 114 (1874).

In 1866, the principle of family responsibility for poor relatives was mentioned for the first time. The definition of the poor was qualified so that they were eligible for county support if there were no persons required by law able to maintain them.¹ It does not include a list of relatives required to maintain them as does the statute of Illinois. This mention of family responsibility evidently refers to the law of domestic relations² and was so interpreted in 1905. Chariton County attempted to force John T. Hartman, the guardian of Magdalene Miller, a poor adult insane person, to reimburse them for her maintenance. Although no relatives were concerned the question of the people responsible by law was brought up. In the case of the insane the higher court stated that this part of the poor law had reference to the parents of minor insane children.³

The first statutory provision for institutional or almshouse care of the poor was made in 1827 when the St. Louis County Court was given the power to accept a donation of land not exceeding two hundred acres, to erect houses and make other necessary improvements and to receive and care for the poor on this farm. The institution was described as a poor asylum and the court was authorized to appoint a manager, prescribe necessary rules and allow such wages to the employees as they thought necessary. The manager was to direct and control the conduct of all persons admitted and appoint the necessary servants, subject to the court's approval. The property was to be exempt from all state, county and road taxes.⁴ Evidently no site was donated for this, as four years later the statute was amended so that the county court was authorized to purchase a portion of land not exceeding one hundred acres to be used for a poor asylum.⁵

¹Revised Statutes, 1866, sec. 2, p. 232.

²Ibid., 1929, I, chap. 20, sec. 2989, p. 886.

³Chariton County v. Hartman, 190 Missouri 71 (1905). See chap. v for details.

⁴"An act to provide for the erection of a house for the employment and support of the poor, in the county of St. Louis," Missouri Laws, 1824-36, II, chap. 76, pp. 121, 122, app. January 1, 1827

⁵Ibid., chap. 174, pp. 232, 233.

In 1843, the county courts of all counties in the state were authorized to purchase land not exceeding 160 acres and to erect houses which were to be used for the care of poor persons. The provisions of this act were very similar to the one providing for the St. Louis poor farm, but an additional phrase gave the superintendents of the several county farms the right to coerce, by reasonable means, all persons able to work to do so.¹ At first the county courts had authority to establish poor farms only by purchasing the necessary land, but in 1866 they were given the power either to purchase or to lease and the maximum acreage was raised from 160 to 320.²

A question on which the supreme court was called to rule was the authority of the county court to purchase a farm for the use of the poor and pay for it from current county funds. The question was raised in Phelps County, in 1922 when the county court purchased 200 acres from Mr. McCaw, for the use of a poor farm and agreed to pay \$17,000 for it. This was to be paid out of the contingent fund and from a surplus of any other county fund and Mr. McCaw was given, along with other warrants, ten county warrants, each for \$500.00, payable out of the county contingent fund. There was however no money in the contingent fund nor a surplus in any other county fund on the date of purchase or that of the issuance of the warrants. On the latter date, warrants amounting to \$1,231.64, drawn on the contingent fund for current expenses for the year 1922 were unpaid because of lack of funds. Excluding the tax levy for roads and bridge purposes, the total income received by Phelps County in 1922 was \$31,072.21. This included the following funds: pauper and insane, \$9,347.71; salary, \$12,321.96; jury election, \$4,606.58; contingent, \$4,795.96. The total county expenditures for the year for which warrants were drawn against the fund, amounted to \$57,000.00. There were also debts from the previous years. A suit was instituted by Mr. McCaw in March, 1923, when there was money enough to pay the ten warrants issued to him because a temporary restraining order had been issued, enjoining the county treasurer from paying the warrants, on the basis that they were invalid, since

¹Ibid., 1842-43, pp. 102, 103.

²Revised Statutes, 1866, chap. 39, sec. 7, p. 233.

the land was not a current expense of the county and the court did not have the right to purchase it. The supreme court held that the debt was valid, that Mr. McCaw could collect as the warrants he held were on a parity with other warrants drawn against the same fund. They called attention to the fact that the county court was not legally compelled to follow special procedure as a method of obtaining money to pay for a county infirmary site, nor compelled, if that procedure was not followed, to submit to the local voters a proposition to incur an indebtedness for such a purchase. The taxes in this particular case were not in excess of the constitutional limitation and the income of Phelps County in preceding years would warrant the anticipation of sufficient money to pay expenditures ordered.¹

In 1885, attention was given to the subject of accounting and reporting and superintendents of almshouses were required to file a bond of from not less than \$500.00 to \$3,000.00 and to keep books in which the business transactions pertaining to the poor farm were recorded and to appear before the county court on the first day of every regular session, and at other times if the court desired it, to present the records for inspection. Refusal to do this would justify removal.²

In 1921, the supreme court gave an opinion in a case involving the accounting of a salaried superintendent.

William N. Wilson, the Superintendent of Saline County poor farm from March 25, 1912, to February 1, 1916, was employed on a salary basis. Monthly reports were used instead of a book of accounts and each month of Mr. Wilson's term he made a report to the county court which was supposed to include all expenses incurred for the poor and the county farm. The county court drew warrants to pay these either directly to the party or in favor of Mr. Wilson who was to settle the bill. In the court hearing it was brought out that Mr. Wilson sold property of Saline County without the order of the county court. In December, 1913, he sold \$120.00 worth of corn, the following May, two mules for

¹Watson v. Kerr et al., 312 Missouri 549 (1926).

²Missouri Laws, 1885, pp. 212, 213. This provision included only the counties where the superintendent was employed on a salary basis. See chap. iv for counties with farms under lease management.

\$370.00, and in September, 1915, five heifers at \$185.00. Of this amount he had paid to the county \$155.00 and one county bill of \$43.00 which had not been allowed by the county court. The county court did not know he had money from such sources at the time his monthly accounts were presented and they had not authorized a contingent fund from the sale of property.

The supreme court held that Mr. Wilson and his bonding company were liable for the money due, since the proceeds received from the sale of corn, cattle and mules were not included in the monthly reports and he had no legal authority to build up a contingent fund for general expenses unless the county court, by warrant, advanced expense money on the first of each month.¹

In 1923, county courts of counties with a population of less than 80,000 were authorized to contract jointly with county courts of one or more adjoining counties for the operation of district poor farms when they thought such institutions could be maintained with greater economy and efficiency.² No district poor houses appear to have been established even though the act was declared an emergency and took effect immediately upon its enactment.

It has been noted that the general poor law included the sick who had no means of support. It did not include special provision for medical care but a number of county courts appointed county physicians during the nineteenth century and medical care was evidently considered a necessity and included by most county courts in their administration of both indoor and outdoor relief.³ In 1903, counties with a population of 150,000 or more were authorized to establish and maintain county hospitals and four years later this privilege was extended to all counties. It appears that these were really modern almshouses or infirmaries as they were permitted to purchase at first 100 acres of land⁴ and four years later 160 acres.⁵ They could sell any land owned by

¹State v. Wilson, 288 Missouri 315 (1921). This case was appealed for several reasons, but the only clause pertaining to the poor was the question of keeping accounts.

²Missouri Laws, 1923, pp. 317-18. ³See chap. 111.

⁴Missouri Laws, 1903, sec. 1, p. 147.

⁵Ibid., 1907, sec. 1, p. 194.

the county as a poor farm and reinvest the proceeds in lands or building for a hospital. It was made the duty of the county court to admit all indigent people that needed treatment there. No county appears to have profited by this statute. Some of the newer institutions have been called infirmaries but have not limited their intake to the sick poor.¹

The first act authorizing county courts to establish public hospitals in the usual meaning of the term was approved in 1917. When such hospitals were established, non-resident persons injured or becoming sick in the county as well as residents were to be admitted. All except the poor were to pay reasonable rates and the Hospital Board determined whether or not the patient was eligible for charitable treatment.² Only four counties have established public hospitals. Audrain voted bonds in April, 1918; Callaway, in November of the same year, and Boone, the following April. Pike County agreed to maintain a public hospital built by private donation. They voted taxes for that purpose in 1926 and the hospital is officially known as the Pike County Hospital.³

Responsibility for outdoor relief has generally been placed with the county officials instead of the city officials.⁴ However, Social Welfare Boards provide for a co-operative plan of granting outdoor relief in cities. The first statute relating to the Social Welfare Boards was approved in 1897 and included only the city of St. Joseph.⁵ Sixteen years later all first class

¹See chap. iv. ²Missouri Laws, 1917, pp. 145 ff.

³Secretary of State, Official Manual of State of Missouri, 1933-1934, pp. 877 ff.

⁴St. Louis City is an exception. It has the authority and responsibility to provide for the poor. When the City and County of St. Louis separated, the City was authorized to "perform functions in relation to the State in the same manner as if it were a County." See Constitution of Missouri, Art. IX, sec. 23. In 1875, Carthage was authorized to "provide for the maintenance and support of its own poor, and in consideration thereof the citizens of Carthage" were "exempt from all county tax for the support of the poor." See Missouri Laws, 1875, p. 178. Two years later first-class cities were authorized "to provide for support, maintenance, and confinement of insane persons; and to make suitable provisions for the maintenance and support of poor persons." See ibid., 1877, p. 57.

⁵Ibid., 1897, p. 43.

cities were included¹ and in 1921 second and third class cities were also authorized to create similar Boards.² These Boards, known first as The Charity Board of the City of _____ and later as The Social Welfare Board of the City of _____, were to be non-partisan, non-sectarian, and to be composed of three members appointed by the mayor of the city with the consent of the council, three appointed by the County Court and two ex officio members, the mayor and presiding judge of the County Court. These Boards were to be given control of all public funds set aside by the city or county for outdoor relief within the city limits. Persons in need were to make application to the Board. Since the second and third class cities have been included about one-third of the counties have cities eligible for such boards although very few established them. St. Joseph is an exception. The board was established there soon after the enactment of the first statute³ and continued to function, having by 1931 at least fifteen salaried employees doing relief work in the county as well as the city.⁴

Although all cities of fourth class and above had authority to establish almshouses before 1900, St. Louis appears to be the only city which did so.

The early state statutes followed the precedent of the territorial ones in reference to revenue for the care of the poor. The county courts were given the power to levy taxes for the necessary county expenses and it is evident that funds for the poor were included in the regular county revenue.⁵ By 1845, attention

¹Ibid., 1913, sec. 1322, p. 134. Although there are some exceptions in general first class cities have a population of 100,000 or more, second class from 30,000 to 100,000, third class from 3,000 to 30,000 and fourth class from 500 to 3,000. See Revised Statutes, 1929, I, chap. 38, art. 1, secs. 6090 ff., p. 1741.

²Missouri Laws, 1921, pp. 657 ff.

³History of Buchanan County (St. Joseph: History Publishing Co., 1915), pp. 137-38, and State Board of Charities and Corrections, Biennial Reports.

⁴State Board of Charities and Corrections, Biennial Report, 1929-30, p. 39.

⁵Revised Statutes, 1825, II, sec. 20, p. 671.

was called to the fact that the funds for carrying out the provisions of the poor laws should be levied and collected in the same manner as other funds¹ and in 1879 provision was made for the county courts to set apart annually from the revenues of the county the sums needed for this purpose and the county treasurer was to keep these funds separate from other funds and to pay them out on warrants from the county court.²

Only one case which had to do with this provision of the law came before the higher court.

Mr. Cook, who was treasurer of Putnam County from November 8, 1868, to November 28, 1872, received during the period \$6,259.52 belonging to the county poor fund and paid out of the county poor funds \$8,245.75. The warrants for the \$8,245.75 were legal, valid, and the demands were made at the request of the county court. Mr. Cook was however unable to recover the \$1,986.23 paid out when there was no money in the fund on which the warrants were drawn, even though the demand was made by the county court upon their promise to make good the amount and the warrants were received and cancelled by them. The higher court pointed out that the duty of the treasurer in relation to the county poor fund was the same as that of the other funds, and that he was prohibited from paying any warrant drawn on him, unless there was money in the treasury for that purpose. When there was no money he was supposed to certify it on the back of the warrant and date and subscribe it.³

Legal relief was provided for, in the first revision of

¹Ibid., 1845, chap. 134, sec. 12, p. 799.

²Missouri Laws, 1879, sec. 3, p. 192. The five county funds included the pauper fund, the road and bridge fund, fund for the payment of the salary of county officers, fund for the payment of fees of the grand and petit jurors, judges and clerks of elections and witnesses for the grand jury, and the contingent fund until 1933. In that year, because of the increasing difficulty of counties financing patients in the state institutions a new budget law was approved. This provides that the counties with 50,000 population or less are required to budget under six items, giving preference in the order named: (1) payment to state hospitals for insane, (2) elections, cost of circuit court, (3) bridge fund, (4) salaries and office expenses, (5) contingent and relief, (6) all other legal purposes. See ibid., 1933, pp. 340 ff.

³Cook v. Putnam Co., 70 Missouri 668 (1879).

the statutes in 1825 and has continued to the present. The courts are required to provide counsel for any person indicted for felony, who is without counsel, unable to employ one and requests that one be appointed. The counsel cannot exceed two and they must have access to the prisoner at all reasonable hours.¹

This provision of the poor law has caused more litigation than any other one except the recent blind pension act. The first of seven cases arising out of this act was decided by the supreme court in 1869. The facts in the case were as follows: John F. Chandler of Andrew County, was indicted for first degree murder. He was unable to employ counsel for his defense and the circuit court appointed attorneys to defend him. The attorneys rendered services worth \$300.00 and asked Andrew County to pay for these services. This it refused to do. They then brought suit to collect from the county. The supreme court found that there was legal provision for the circuit court to appoint attorneys to defend poor persons but no legal provisions for paying them. The law providing that a promise was implied when a legal duty or obligation was performed, would not be applicable to the county because this rule applied only when the person was employed by the party for whom they rendered the service and in this case neither the county nor its agents had requested the attorneys to perform a service for it. The court thought that it was clearly the purpose of the law to relieve the counties from the cost arising from the prosecution of murder stating that certain expenses, where the defendant was unable to pay, were chargeable to the state. They concluded, therefore, that if any compensation was paid to the attorney appointed by the circuit court to defend a person on a felony charge, it must be paid by the state rather than by the county.² It appears that no case has been brought against the state for the collection of such fees, as later cases refer to free services given by the attorneys. In this connection it is interesting to note that the courts in Indiana have the right to appoint attorneys for poor defendants and make allowances to them

¹Revised Statutes, 1825, I, sec. 22, p. 319.

²Kelley et al. v. Andrew County, 43 Missouri 338 (1869).

which constitute a valid claim against the County Board.¹ It is reasonable to assume that the legal relief in Indiana is more adequate than the free service offered in Missouri.

Defending a person in a felony case takes time and effort and naturally there are attorneys who at least would not give their best service when they were forced to give free service. The attitude of the supreme court on this question makes the following case of particular interest. Mr. Dreher was indicted at the May term, 1894, of the St. Louis Criminal Court for the murder of Bertha Huenicke on January 29, 1894. He became insane after the murder and was sent to the City Insane Asylum where he remained for a year when he was declared to be sane. The trial was then set for the January term of 1896. At the trial he sat mute, and the plea of not guilty was ordered entered in his behalf. He was a poor person and the trial court appointed counsel for him. He was convicted of murder in the first degree and sentenced to be hanged and appealed to the higher court stating negligence on the part of his attorney.² The supreme court upheld the decision of the lower court. They thought that the facts did not support the charge of inefficiency, nor would negligence or incompetence on the part of the defendant's attorney, on trial for murder, be sufficient reason for granting a new trial. One interesting comment of the court was:

Before indulging in censure of the counsel who defended this case, it must be remembered that he rendered the service to the defendant without fee or reward or the hope thereof. At the behest of the court he assumed the task of defending the defendant against the gravest of charges. He was not supplied with funds by the public or by relatives of the defendant, with which to prosecute, or to aid him in securing services of others to look up evidences of insanity. For it is conceded that no other plea offered the slightest hopes of acquittal.³

¹Shaffer, Keefer, and Breckinridge, op. cit., pp. 73 ff.

²In State v. Jones, 12 Missouri App. 93 (1882), the Appellate court reversed the decisions of a lower court, where there had been evidence of gross neglect on the part of an attorney. The supreme court called attention to this case but held that that was not legally the responsibility of the appellate court and that the trial court should have afforded the remedy of setting aside the verdict and appointing a competent attorney for the defendant.

³State v. Dreher, 137 Missouri 11 (1897).

In three of the seven cases the defendants stated that counsel was not assigned to them by the lower court. In the first one a Mr. Burgess was convicted of burglary and received a life sentence. He appealed on several grounds, the only one pertinent here being that he was forced to trial without having an attorney to defend him. The record showed that the circuit court offered and insisted upon sending him counsel, but he refused to accept the services of an attorney. The supreme court upheld the sentence of the lower court interpreting the requirement of the court to appoint counsel as meaning only when the person is willing to accept it.¹

A second case in which the defendant appealed because he was not assigned counsel the defendant did not request counsel and was able to employ one. The defendant was not represented in the trial court but the supreme court held that it was not the duty of the trial court to assign counsel until they had found that the defendant was without counsel, that he was unable to employ counsel and that he requested that counsel be assigned to him. They added that the failure of the defendant to request the court for counsel was a waiver of his statutory right and even if he had requested it, the court was under no obligation to assign counsel, since he was able to employ an attorney.²

The third case was very similar to the one just noted and no new points were made by the higher court. Mr. Steelman was brought before the trial court for unlawfully transporting moonshine and corn whiskey in Shannon County. Since he was without counsel he requested the court to assign one to him. Four members of the Shannon County Bar informed the court that he was financially able to employ counsel, and that it was the practice of defendants "in this class of cases" in Shannon County to obtain the benefit of counsel by appointment, regardless of their ability to pay. The defendant did not deny the statements made by the members of the bar, but thereupon offered to plead guilty if the court would assess the lowest punishment for this offense. In reiterating their previous rulings, the supreme court referred to the fact that an attorney appointed by the lower courts to defend

¹State v. Moore, 121 Missouri 514 (1894).

²State v. Terry, 201 Missouri 697 (1907).

a person received no compensation for his services and therefore unless the defendant was unable to employ counsel, it was not the duty of the court to employ counsel even though he requested it.¹

Although the poor person waived his statutory rights if he did not request counsel, error could not be granted because of the fact that the trial court appointed one when he did not request, and objected to it, providing only benefit came to the defendant from the efforts of such counsel. Such a decision was reached in 1912 when a Mr. Greaves was convicted of murder in the first degree in the circuit court of the city of St. Louis, and was sentenced to life imprisonment. Mr. Greaves's financial condition is not stated. It appears however that he wanted to plead his own case and objected to the trial court appointing counsel for him. The record showed that only benefit came to him from the appointed counsel.²

Only one case questioned the time of appointing counsel. An ignorant Negro boy, between eighteen and nineteen years of age, was permitted to plead guilty of assaulting a girl of thirteen in a field near Iberia, Miller County. Although his financial circumstances are not stated, it is assumed that he was unable to afford counsel as the trial court after he had pleaded guilty appointed well known attorneys and he was permitted to withdraw his plea of guilty. However, the prosecuting attorney in the trial following, offered the record of the defendant's plea of guilty and made remarks about the court cancelling it. The court refused to admit this as evidence and rebuked the counsel for alluding to it. In appealing, the defendant's counsel called attention to the fact that the boy was not served a copy of the indictment nor did he know its contents and was permitted to plead guilty without being informed of his legal rights and without anyone to advise him. He argued that this probably had influenced the jury. The supreme court ruled that irregularities in notifying a defendant of his right to any attorney before an indictment is no cause for error if the attorney was appointed later to defend him and he was permitted to withdraw his plea of guilty.³

¹State v. B. Steelman, 318 Missouri 628 (1927).

²State v. Austin Greaves, 243 Missouri 540 (1912).

³State v. Allen, 174 Missouri 689 (1903).

The courts are also required to permit a plaintiff to sue as a poor person, assign counsel for him and furnish all the necessary writs without charge, when a person is unable to pay the expenses of a suit.¹

Only one case has reached the supreme court on this provision of legal relief. Mrs. Carrier, a resident of Kansas at the time, brought action to recover from the Missouri Pacific Railroad \$5,000.00 damages for negligently and carelessly killing her husband in Johnson County, the jurisdiction in which her husband was killed. The plaintiff took a non-suit in the first trial and afterwards entered a suit on the same cause of action, without having paid any part of the cost which accumulated in the first trial. The trial court overruled a motion made by the railroad to restrain the plaintiff from prosecution until the cost of the first suit was paid and security for the second one given, and permitted Mrs. Carrier to sue as a poor person. In appealing the case the railroad called attention to the fact that Mrs. Carrier did not pay costs of the first suit and sued as a poor person while a non-resident of the state. The supreme court ruled that whether or not the plaintiff was restrained from prosecuting the suit until the costs in a former suit based on the same cause of action were paid, rested with the trial court, and that it was also within their discretion to decide whether or not they would require a non-resident plaintiff to give security for costs or to permit them to sue as a poor person.²

A decision of the St. Louis Court of Appeals the same year was not so favorable toward the plaintiff suing as a poor person as the case just noted. In the latter case the plaintiff lost in the Justice of Peace Court and wanted to appeal to the circuit court. Because he did not give sufficient appeal bond the Circuit Court dismissed the case. The appellate court upheld the lower one, stating that the law allowed a person, upon proper showing, to sue as a poor person either in the Justice of Peace Court or the circuit court, but the law did not intend the person to appeal to the superior courts without securing the cost of the appeal. They felt that the poor person had had his day in the

¹Revised Statutes, 1825, I, sec. 2, p. 226.

²Carrier v. Mo. Pac. RR. Co., 175 Missouri 470 (1903).

court and had received a hearing of his complaint and that he had no right to appeal unless he could pay the costs.¹

¹Hyatte v. Wheeler, 101 Missouri App. 357 (1903).

CHAPTER III

LOCAL OUTDOOR RELIEF

It can be seen from the summary of the poor laws that their administration was left entirely to the discretion of the county judges. There was not even a suggestion of a possible method until the judges were authorized but not compelled to care for the poor in almshouses. There has never been any definition of the minimum essentials so that each of the 114 county courts had to make its decision on that question. Consequently there has been no minimum standard. The county budget is the only limitation on the amount they can give. Although a Board of Guardians existed from 1872 to 1874¹ and a State Board of Charities and Corrections from 1897 to 1933,² they exercised only advisory

¹An act to establish a Board of Guardians for the supervision of public charitable, reformatory and penal institutions and prescribing its duties was approved March 16, 1872. Missouri Laws, adjourned session 1872, pp. 151, 152. This board was composed of four unpaid members appointed by the governor for staggered terms of four years. The secretary was also appointed by the governor and was ex officio member of the board and was supposed to receive a salary for his services. The work of the board included the investigation of the whole system of public charitable and penal institutions in the state. They could require reports and were expected to make recommendations. They had little influence on the institutions as the act was repealed before their work had been well organized. See ibid., 1874, p. 172.

²The State Board of Charities and Corrections, created in 1897, was a bi-partisan board of 6 members appointed by the governor with the consent of the senate for terms of 6 years, the terms staggered. The governor was an ex officio member and the work included the visiting and investigating of any charitable or penal institutions in the state, which derived its support wholly, or in part, from the state, or any county, city, town or village. The members of the Board received only their necessary expenses incurred in their duties as Board members. They could appoint a Secretary, who might or might not be a member of the Board, and for this work a maximum of \$1,000.00 per year could be paid. See ibid., 1897, pp. 45 ff.

In 1913, an amendment raised the maximum salary of the Secretary to \$2,500.00 per year and delegated the Board more power. At this time county clerks were required to report the appointment of new superintendents of almshouses and the agreements

powers over local relief. Part of the time certain reports could be required and from 1913 the county courts had to ask advice of the State Board on certain questions; but, even at that time, it was left to the discretion of the judges as to whether or not they accepted the advice. There were three other legal provisions that the judges might use for aid in the local administration. The first one, already noted, provides for the establishment of local Social Welfare Boards for certain counties. In 1903, County Boards of Visitors were authorized but they were to have only advisory power.¹ The third provision enabled the county judges to

made, to the State Board. They also had the power to prescribe the form of record to be kept of the business transactions and of facts concerning inmates, by the almshouse superintendent. Plans for new county almshouses or jails or improvements in old ones, amounting to \$500.00 or more, had to be submitted to the State Board for criticism before the contract for the building was valid. Any public official granting ten dollars or more, during the calendar year, for the relief of the poor, outside of the county or state institution, was required to report the individual and the amount given to the State Board. Settlement disputes relating to the poor, between counties in the state as well as in other states were to be referred to the State Board and its decision was final unless the party wanted to appeal to the Circuit Court. See ibid., 1913, pp. 130, 131, 133, secs. 1317 A, 1317 B, 1318 A. The entire act was repealed in 1933. See ibid., 1933, p. 400.

¹Almost entirely due to the recommendation of the State Board of Charities and Corrections who needed local Boards to co-operate with them in their work of inspection and education, the 1903 act was approved providing for County Boards of Visitors. These Boards were appointed by the judge of the circuit court and were composed of six members, three being women and not more than three of the same political party. They served three years, the terms staggered, and received no compensation for their time or traveling expenses. Like the State Board, their duties were advisory. See ibid., 1903, secs. 1 ff., p. 59. Since the appointment was not mandatory the counties were not very prompt about appointing local boards and when they were appointed they were not very active unless stimulated by the State Board. Two years after the law was passed, 25 counties had a local board and by 1909 there were 32. It is not known how many were active but by 1911 they were largely inactive and many of them had ceased to exist because the judges failed to make reappointments when the terms expired. In 1916, the State Board attempted to create more interest and at least 21 were active in 1917 and 33 in 1919. By 1927, only 40 of the 114 counties had boards, and 15 of these were non-active. It is impossible to know how much influence the county Boards have had but it is evident that several counties have not been influenced by them. In some of the counties the boards were interested, had insight in the situation, and secured better conditions. See State Board of Charities and Corrections,

appoint a Superintendent of Public Welfare and delegate the administration of the poor law as well as other public welfare duties to him.¹ There was no penalty attached by the poor law in case the judges of the county refused aid to an applicant. Public opinion and the mercy of the court were and are still the only safeguards furnished the poor person in his statutory rights to public aid.

It is assumed that the early judges possessed some knowledge of the methods used in other states for relieving the poor as theirs were similar to those found in the older states. At first relief outside of an institution, commonly known as outdoor relief was the only type given. It continued to be the exclusive type in the counties organized later, during the first years of their existence.² Although during the last fifty or more years the almshouse has been the major local relief offered, it has by no means been the only relief.

Until the establishment of almshouses the most frequent way of relieving the poor was known as the letting out, boarding out, or farming out system. By this method one or more poor per-

Biennial Report, 1905, pp. 39 ff.; 1909, pp. 60 ff.; 1911, p. 77; 1917, pp. 19, 132 ff.; 1919, pp. 145 ff.; and 1927, p. 80.

¹The statute enacted in 1921 authorizing the county courts in counties with a population of 50,000 or less to appoint county superintendents of public welfare had its origin in a movement started in Kansas City in 1908 which led to a public welfare set-up for the city. See A. F. Kuhlman, "The Development of County Welfare Work in Missouri," Public Welfare in the United States, edited by Howard W. Odum (The American Academy of Political and Social Science, 1923), pp. 130 ff., and Missouri Laws, 1921, pp. 586 ff. This act failed to provide the case work services that its promoters hoped for as it was not mandatory for the counties to appoint a superintendent, it depended entirely upon local financing and there was no provision concerning adequate qualifications for the superintendents. The growth of the movement was slow, there being only nineteen counties with superintendents of public welfare in 1925. Two years later twenty-nine were reported and in 1931, thirty-seven were listed. There were only twenty-three listed in 1933. See State Board of Charities and Corrections, Biennial Report, 1923-24, p. 43; 1925-26, pp. 64, 65; 1927-28, pp. 64, 65; 1929-30, p. 32; 1931-32, pp. 46 ff. In 1937, some sections of the act providing for County Superintendents of Public Welfare were repealed since the Social Security Commission was authorized to administer child welfare services. Missouri Laws, 1937, p. 467.

²See County Sketches in Appendix III.

sons were boarded in private homes. The method of selecting the homes differed in the various counties but in general the persons offering the cheapest rates were given the contracts. In some cases the poor were actually sold at public sale by the sheriff to the lowest bidder.¹ Although most counties boarded them with the lowest bidder, they made the contract in private and avoided subjecting the poor to the embarrassment of being sold in public.² In 1904, Ripley County appears to have had a humane way of selecting their homes when they boarded the poor with relatives, or old friends.³ At one time Barton used one as a receiving home and placed in permanent homes from there.⁴ Some counties placed in a number of private homes and others made arrangements for all of the poor to be taken care of in one home.

The private home where all or practically all of the poor were boarded was often referred to as the "poor farm" and the head of the family as the "keeper or superintendent of the poor." Although the business arrangements concerning these farms were different from the almshouses, the living conditions provided by them for the poor resemble the small almshouses and they have been used in general by the counties to take the place of the almshouse. The boarding farm often preceded the buying of a county farm and most counties not owning a farm have continued to use them. These farms in general provided inadequate care for the poor.⁵

Information concerning the extent of boarding care is available for the years ending September 30, 1910, and 1912. Ninety-seven of the 115 counties reported both years. In 1910, eighty-three and in 1912, eighty-eight counties were not using the method of boarding out their poor. Although the number boarded out is not available in each county, it is evident from Table 9

¹See Sketches of Barry, Harrison and Lawrence Counties, Appendix III.

²See Sketches of Cedar, Clinton, Cole, Franklin, Henry, Jackson, Maries, Miller, Schuyler, Texas and Washington Counties, Appendix III.

³State Board of Charities and Corrections, Biennial Report, 1903-4, p. 44.

⁴See Sketches of Barton County, Appendix III.

⁵See description of boarding farms, Appendix III.

TABLE 9
COUNTIES LISTED ACCORDING TO
NUMBER OF POOR BOARDED OUT^a

1910		1912	
Phelps.....	14	Pulaski.....	40
Pemiscot.....	13	Wayne.....	14
Benton.....	12	Phelps.....	13
Ripley.....	12	Texas.....	13
Wright.....	12	McDonald.....	11
Hickory.....	10	Reynolds.....	10
Reynolds.....	10	Shannon.....	9
Maries.....	9	Madison.....	6
Shannon.....	8	Scott.....	6
Douglas.....	7	Miller.....	6
Knox.....	7	Douglas.....	5
Wayne.....	7	Maries.....	5
Madison.....	5	Hickory.....	4
Osage.....	4	Oregon.....	4
Dallas.....	3	Taney.....	3
Oregon.....	3	Gentry.....	2
Pike.....	2	Polk.....	2
McDonald.....	1	Mississippi.....	1
Randolph.....	1	Benton.....	(b)
Worth.....	1		
Camden.....	(b)		
Cass.....	(b)		
Miller.....	(b)		
Webster.....	(b)		

^aStatistics taken from Table 57, p. 194, and Table 41, p. 165, State Board of Charities and Corrections, Biennial Reports, 1909-10 and 1911-12 respectively.

^bNumber not reported.

that there were probably not over 150 the first year or 175 the second. It is also evident from these statistics that very few counties with almshouses boarded out any of their poor.¹ The few figures available on boarding rates vary to such a degree that no reliable conclusions can be reached as to the cost of boarding care. The latest figure available was for December 31, 1932, when Benton County was paying from \$5.00 to \$10.00 per month per

¹State Board of Charities and Corrections, Biennial Reports, 1909-10, Table 57, p. 194, and 1911-12, Table 41, p. 165.

capita.¹

The county pension is another familiar form of outdoor relief and has been practiced from an early date, both in counties with almshouses, and those without. The people placed on a county poor list and sent a county warrant regularly, usually every month or quarter, are known as "county pensioners" or "regulars."² The importance of this type of relief can be ascertained for the years 1910, when ninety-four of the 108 local units reporting, and in 1912 when ninety-six of the 110 had pensioners. The total number of pensioners for 1910 was 1,623, and for 1912, 1,573. Saline County reported the largest number, having ninety-five the first year and eighty-seven the last. In 1910, five counties had sixty or more people on their pension list, eight had between forty and fifty and fifty-four had more than ten pensioners. In 1912, three counties had sixty or more, four had between forty and fifty and forty-seven had more than ten.³

The county pension has usually been small and has evidently been used to supplement other income since it has not been sufficient to maintain a dependent person. It is difficult to find dependable figures as to the amount given but various references would indicate that the pensions probably ranged from \$5.00 to some \$15.00 or \$20.00 per quarter. Of the 198 outdoor relief cases, studied in 1908, 127 received aid from other sources. Eighty-one of these were from neighbors and friends.⁴

The county pensioner may receive his warrant directly or

¹Ibid., 1931-32, p. 41.

²State Board of Charities and Corrections, Bulletin No. 1, May 1, 1910, p. 18.

³State Board of Charities and Corrections, Biennial Reports, 1909-10, Table 57, p. 191, and 1911-12, Table 39, p. 162.

⁴George A. Warfield, Outdoor Relief in Missouri (New York: Russell Sage Foundation, 1915), pp. 37, 38. This study was made in 1908-9 and 1910 but it was not published until 1915. The sampling method was used. Seventeen typical counties being selected the first year and four additional ones included the second and third year. A statistical study was made from information taken from the County Clerk's records. Case studies were then attempted by visiting the clients if living, as well as county officials and lay people who might give information. Newspaper files and local histories were also used.

through a guardian. In 1910, sixty-six counties reported the use of guardians, over one-half of the sixty-six counties or thirty-nine gave 50 per cent or more through guardians, twelve of them dispensing all outdoor relief by that method. Two years later seventy-seven counties were using guardians, thirty-one of them giving 50 per cent or more of their outdoor relief through guardians, nine using that method entirely.¹ The guardians seem to have been lay people and some of them were very conscientious, taking an interest in their wards and supervising the spending of the pension. Where the poor person was unable to care for himself the guardian assumed the responsibility and in some such cases the pension arrangement resembled boarding out care. Many weaknesses characterized the guardianship system. Some of the guardians had good intentions but were biased in their estimate of their ward's needs. Others were not interested and made no attempt to supervise the ward. Some profited by keeping all or part of the pension for their own use, or they or their relatives had a number of pensioners as customers for their business. A groceryman or owner of a general store would offer good examples of where the business interest might be used to an advantage. Some of the guardians were relatives probably able to support the poor person. The courts often depended upon the guardian for information and were sometimes very careless about keeping records and had only the name of the guardian rather than that of the recipient. The guardians did not always warrant the confidence placed in them and some of them failed to report when their wards died or remarried or the status changed so that the pension was no longer needed and either permitted them to continue to receive the pension or gave it to some other person. The judges are supposed to know the facts about each pensioner but the supposition is by no means always based on facts. The personnel of the county courts changed often and the pensioners were often kept on the active list without the new judges finding out anything about them. Many abuses of the pension system existed too where no guardian was used.²

¹State Board of Charities and Corrections, Biennial Reports, 1909-1910, Table 57, p. 194, and 1911-1912, Table 41, p. 165.

²Warfield, op. cit., pp. 46 ff.

Naturally under such lack of system, very little was known concerning the need of the individuals, very little attempt was made to budget according to needs when facts were at hand and the pension lists tended to grow because there was no general follow-up policy and the names continued on the list regardless of change in status. Under the prevailing relief practices even with the most intelligent and sincere judges, an understanding of the poor person's difficulty and adequate treatment were not to be expected.

Temporary outdoor relief differs from the pension in the fact that it is given only for a limited period.

In 1910, of the sixty-eight counties reporting temporary outdoor relief, fifteen listed more than ten cases, St. Louis County having seventy-eight, the largest number.¹ Two years later, sixty-two counties gave temporary relief, eleven of them listing more than ten cases. Newton County reported seventy-three cases, the largest number that year. The total number of cases reported receiving temporary relief for 1912 was 778,² as compared with 632 for 1910.

As to the form of relief, the county warrant, which is the same as cash, has usually been granted. In a five-year period, seventeen selected counties granted 57 per cent of outdoor relief in cash.³ There are indications that the counties have continued to give preference to cash relief. By 1931, 80 per cent of the outdoor relief was given in cash.⁴

Since the county was made the local unit for administering outdoor relief, only a few of the larger cities have taken any responsibility for the poor. In these few cases the county has usually given them a grant in aid. The county courts have, however, been unable to meet the needs of the larger cities and private agencies have assumed much of the responsibility, espe-

¹State Board of Charities and Corrections, Biennial Report, 1909-10, Table 57, p. 191.

²Ibid., 1911-12, Table 39, p. 162.

³Warfield, op. cit., Table 8, p. 30. The period was from 1903-1907 inclusive.

⁴State Board of Charities and Corrections, Biennial Report, 1929-30, p. 33.

cially for family outdoor relief and care of dependent children. The county courts and the largest cities have often helped finance the private agencies from poor relief funds, subsidizing either on a per capita or lump sum basis. For example, in 1901, Bethesda Foundlings Home, St. Ann's Orphanage and the Colored Orphans' Home were the three private institutions subsidized by St. Louis City to care for the younger children who were wards of the city.¹ The same year in Kansas City the Provident Association, Kings Daughters and two private homes for dependent children and a hospital were subsidized by the city.² Some ten years later Jackson County was subsidizing ten local institutions and societies and making appropriations for the care of the poor to two towns within the county. About the same time Pettis County was paying one half of the expenses of the C.O.S. of Sedalia in furnishing aid to the poor and Hannibal, the largest town in Marion County, by a special charter was responsible for its poor but received a rebate from the county. A few counties at that time were paying money to the Missouri Children's Homefinding Society and eleven counties were giving money to local relief societies. During the year 1909 seventeen counties subsidized or gave grants-in-aid to relief agencies, averaging \$583.30 per county.³ Mississippi County gave the Red Cross \$600 in 1929 because the local chapter had done the relief investigations for the county court and reduced the county relief budget \$1,800.00.⁴

The extent to which the subsidy policy prevailed can be judged by the facts assembled in Table 10 which shows that during a three-year period thirty-eight counties, or slightly more than one-third, subsidized one or more years. Reports are not available of the agencies receiving the money during the three-year period but it is assumed that the large per cent was given to

¹Arthur B. Shepley, "Our City Institutions from a Layman's Point of View," Proceedings of First Annual Meeting of Missouri State Conference of Charities and Corrections (1901), p. 22.

²State Board of Charities and Corrections, Second Biennial Report, 1901, pp. 54, 55.

³State Board of Charities and Corrections, Bulletin No. 1, May, 1910, pp. 18, 20, 21.

⁴State Board of Charities and Corrections, Biennial Report, 1929-30, p. 42.

COUNTIES REPORTING LUMP SUMS PAID TO OUTDOOR RELIEF ORGANIZATIONS*

*Statistics for this table from State Board of Charities and Corrections, Biennial Report, 1909-10, Table 57, p. 191; 1911-12, Table 39, p. 162; 1913-14, Table 38, p. 162.

*Statistics for this table from State Board of Charities and Corrections, Biennial Report, 1909-10, Table 57, p. 191; 1911-12, Table 39, p. 162; 1913-14, Table 38, p. 162.

private agencies instead of to city public agencies since there were so many more private agencies and most of the examples noted were private organizations. No doubt the private agency often gave the client better care than the county court was equipped to give but experience in other states indicates that subsidies once started are likely to grow, thus creating vested interests which tend to prevent or retard the establishment of good public agencies.

Medical care was also given as outdoor relief. It has been noted that medical care was considered a necessity for the poor and that county physicians were appointed during the latter half of the nineteenth century. Statistics for the years ending September 30, 1910 and 1912 provide the most accurate information available with reference to medical outdoor relief. At that time the county physician appears to have been expected to care for the sick in almshouses and in jails and to give his services to the sick poor outside. Some counties required him to care for all three groups; others required care for only one or two of the groups and made other arrangements for the remaining group or groups. In 1910, ninety of the 107 counties reporting employed a county physician. Forty-three of eighty-seven that reported his duties expected him to assume responsibility for those in the jail and in the almshouse and for the outdoor sick poor. Twenty-three required only institutional service. In nine he cared for the jail and the outdoor relief cases; in eight, only for those in the almshouses; in three, only for those in jail; and one for outdoor relief cases only. In 1912, ninety-eight of the 110 counties reporting employed a county physician. Again, the larger number of counties, 56, expected him to give services to all three groups. Twenty counties required just the care of the institutional cases. Five expected care of the jail inmates and outdoor relief cases, three care for jail inmates only, three for almshouse inmates and outdoor cases, six for almshouse care only and five for outdoor relief cases only.

In 1910, the total amount paid yearly by the ninety counties to the county physicians was \$25,176.21; in 1912, the ninety-eight counties paid \$19,348.02. These sums are only approximate and do not mean much so far as the cost of the poor is concerned, since there is no estimate of proportionate time given the poor

in comparison to the prisoners in jail. In some counties more than one county physician was employed. For example in 1910, Buchanan and Jasper Counties had three each; Jefferson, Pettis and St. Francois had two each. The majority of counties employing county physicians also reported sums paid to other physicians for giving medical care to the poor. In 1910, seven counties that did not employ county physicians listed amounts paid to other physicians for care of the poor outside of almshouses.¹

County physicians are usually general practitioners and have their own private practice in the county as well as the care of the sick poor. There is practically no bedside nursing provided for the poor in outdoor relief. However, the majority of the rural independent families are unable to provide trained nurses for bedside care. The quality of medical care provided by the county courts would not compare favorably with the city clinical care of the poor but would probably compare favorably with the care received by the independent rural family.

Another item of outdoor relief which in many cases includes maintenance as well as medical care is the cost for the poor during a period of quarantine. In 1910, fifty-two counties reported relief for such cases with a total cost of \$8,011.01.² In 1912, \$7,293.13 was reported for fifty-three counties.³

Outdoor relief expenditures also included burial costs of the poor. It is probably safe to assume that the methods, price and number of funerals reported by the selected counties in the study of 1908 and the year following give an accurate picture of administration of the funeral provision of the poor law.

The counties allowed different amounts for funeral expenses. Some were very liberal, buying good coffins, clothing and embalming the body. Others had very strict rules as to the maximum price which varied in the different counties, one using rough pine boxes and never paying more than \$1.50, some allowing \$7.50 for adults and less for children and several setting \$10.00 as the maximum. Some counties limited the total cost even if the

¹State Board of Charities and Corrections, Biennial Reports, 1909-10, Table 57, p. 191; 1911-12, Table 39, p. 162.

²Ibid., 1909-10, Table 55, p. 190.

³Ibid., 1911-12, Table 37, p. 161.

deceased had friends or relatives who wanted to add to what the county provided. This ruling was evidently difficult to enforce for the undertaker's books often showed that the amount paid by the county was a small percentage of what they really collected, the county paying \$10.00 perhaps and the total collected from friends or relatives \$100.00 or more. There was also the possibility of the undertaker locating relatives able and willing to pay after the body had been turned over to him by the poor officials, thus relieving the county of the entire expenses and making a profit for himself. For these reasons there was close competition among the undertakers in some counties. For an example the funerals in Joplin were given to the lowest bidder on an annual contract. One year they paid one cent per funeral and the next year the contract was secured by a competitor who agreed to one-fourth cent per funeral. Instead of using the contract system as in Joplin, some counties arranged separately for each funeral using the various undertakers in the county. In the five years studied, 711 people were buried by the seventeen counties at an expense of \$6,405.00 or an average of \$9.00 for each burial. The highest price paid was \$29.00 in contrast to the lowest in Joplin.¹

Although reports indicate that the poor resident was not adequately cared for, the poor non-resident appears to have suffered even more. The cost of deportation appears to be the major form of relief offered to such persons. Sixteen of seventeen selected counties in a five-year period gave transportation relief. During the five years they spent over \$1,100.00 and had "passed on" 174 people.² In a later two-year survey, fifty-four counties spent approximately \$1,624.14 for transporting poor people the first year and fifty-two counties spent approximately \$1,470.22 the second year. The first year, ten counties spent \$50.00 or more for transportation, Adair reporting \$142.82, the highest amount paid. The second year, eight counties paid \$50.00 or more, Clinton County spent \$375.00, the highest amount. Some counties reported for only one year so that it is not clear whether the

¹Warfield, op. cit., pp. 32-33.

²Ibid., p. 33, and State Board of Charities and Corrections, Biennial Report, 1907-8, p. 64.

counties not reporting money spent for transportation failed to report or whether they did not transport any non-residents. However, it would be a conservative conclusion to draw that as late as 1912 half the counties were transporting non-residents.¹ In a few cases there was adequate correspondence with the agencies concerned before sending the poor person home. For example, in 1910, St. Louis City, usually at the request of the private family agency, paid transportation expenses for the poor non-residents.² It is reasonable to assume that the county courts, if they did not have the services of a private agency or a paid employee available, did not take the time to verify the place of residence or to learn whether or not the person would be cared for there. Few, if any, of the counties had these services, and it can, therefore, be assumed that many non-residents were "passed on" without any thought of their welfare, the object of the court being to save money by not permitting poor people to gain residence.

While a good deal of money has been spent in transporting people out of the county, none appears to have been allowed for transporting county residents back when they were found without funds in some other county or state. There has been some recent criticism from workers in other states on the attitude of the Missouri county courts toward Missouri residents stranded in another state. They say that Missouri refuses to assume responsibility for such people by either ignoring the letters sent or acknowledging their residence but stating that they cannot do anything about it, which of course forces the other state to care for the Missouri resident or use their same tactics and "pass" them on.³

A new form of outdoor aid appeared in 1911 when "Mother's Aid" was introduced and the juvenile court of Jackson County was authorized to allow a sum not to exceed \$10.00 a month for the only or first child and \$5.00 for each additional child, under fourteen years of age, to mothers who had been residents of the county at least two years prior to the granting of the pension and were morally, physically and mentally fit to rear their

¹State Board of Charities and Corrections, Biennial Reports, 1909-10, Table 57, p. 194; 1911-12, Table 41, p. 165.

²Ibid., 1909-10, p. 88. ³See letters in Appendix IV.

children. To be eligible, the mother must have been legally married and the husband had to be either dead or a convict in a prison within the state, and her income had to be so limited that without the pension work away from home would be necessary.¹ Two years later mothers whose husbands were in any of the four state hospitals or the colony for the feeble-minded and epileptic were also included.² The necessary expenses were to be paid by a fund not to exceed \$12,000 allowed by the county court.

In 1917, counties with populations less than 250,000³ were authorized to appropriate necessary sums for needy mothers. The scope of the later act too was broader and included children up to sixteen, required only one year of residence and included divorced or deserted women and wives of men who were permanently incapacitated. The maximum allowance was also increased so that an only or the first child might receive \$16.00 per month and the minimum for each additional child was \$8.00. An upper limit of \$40.00 per month was, however, set for any family regardless of the number of children.

The needy expectant mother was also included in the act and could receive an allowance three weeks before childbirth and three weeks afterwards if it was necessary to save her and the child from neglect.

The county courts were to appropriate the money and were the administrative body in counties where there was no county board of public welfare. It was necessary for the administrative agency to ascertain if there were relatives able or willing to

¹"An Act to provide for partial support of poor women whose husbands are dead or convicts" was approved April 7, 1911. Missouri Laws, 1911, pp. 120 ff. The bill was promoted by Judge E. E. Porterfield and Mr. Jacob Billikopf, both living in Kansas City, Missouri at the time. Judge Porterfield of the Juvenile Court had observed that many children of widows became delinquent because the mothers were working and the children were unsupervised. Mr. Billikopf was superintendent of the Hebrew Educational Institute in Kansas City and had eliminated the Jewish Day Nursery pensioning the widows who otherwise had to work and leave their children unsupervised. See Edith M. Cruise, "Widows' Pensions," Proceedings of Missouri Conference for Social Welfare, 1913, p. 22.

²Missouri Laws, 1913, sec. 1, p. 146.

³This included all counties in Missouri except Jackson County and St. Louis City.

aid before granting a pension and an investigation was provided for semi-annually in order to determine if the pension should be continued ¹

The mothers' aid law was amended in 1927, to include all counties in the state with a mandatory provision in counties with a population between 350,000 and 700,000. Jackson County is the only one that has been affected by this provision.²

Although the Missouri legislature passed the first mothers' pension law in the United States and the second one was very liberal in its scope, the state has not been outstanding in its administration. With the exception of a few of the counties with large cities it has been almost a dead letter law³ since it was not mandatory and provided only for local financing.

In 1929-30, thirty-nine counties reported funds given to mothers in their own home. Reports were not received from all counties and some of the ones reporting evidently did not distinguish between mothers' aid and other poor relief funds. Jackson County with the largest number reported 183 mothers which included 664 children and Cole County had the second largest group with 167 mothers and 230 children.⁴ Probably a more reliable report is available for June 30, 1931, when twenty-four units reported to the U. S. Children's Bureau as giving mothers' aid. The Bureau thought that thirteen of these were really calling poor relief, mothers' aid and so included only eleven.⁵ St. Louis City and Jackson County were included which means that the movement had spread so little in the fourteen years that only nine of the smaller counties were even attempting to carry out the pension

¹"An Act to provide for the support of needy mothers with dependent children and of women about to become mothers" approved April 12, 1917. Missouri Laws, 1917, pp. 151 ff.

²Ibid., 1927, pp. 127 ff.

³State Board of Charities and Corrections, Bulletin XIX, No. 1 (June, 1920), pp. 11-12.

⁴State Board of Charities and Corrections, Biennial Report, 1929-30, pp. 44 ff. St. Louis City did not report in this study. The large number in Cole County was due to prison families.

⁵Children's Bureau Publication, Mothers' Aid 1931, Bulletin 220, p. 9.

system. For the year ending June 30, 1931, St. Louis City and Jackson County granted \$52,846.00 and \$24,063.00 respectively. This was \$.06 per capita for St. Louis and \$.05 for Jackson County. In Jackson County 13 per cent was spent on administration and services. On June 31, 1931, eighty-three families which included 280 children were receiving mothers' aid in Jackson County, 134 families which included approximately 496 children were receiving mothers' aid in St. Louis City. This means that only two families out of every 10,000 population were receiving mothers' aid in St. Louis City and Jackson County. The average monthly grant per family during June, 1931, was \$24.78 in Jackson County and \$38.28 in St. Louis City. Jackson County increased the grant in 1932 to \$39,030.00.¹

The number of people assisted and expenditures for certain periods of the various local outdoor relief programs have been noted. It would be impossible, however, to obtain the cost or number assisted during any one year from these estimates. It is impossible to find out the exact amount that has been spent or is now being expended on the various local outdoor relief programs from reports available. Three estimates of outdoor relief expenditures, the first in 1897, the second in 1906 and the third in 1909 are available and the amount can be approximated for these years. The first available estimate places outdoor relief expenditures as \$179,964.46 and it rates third in county expenditures for poor relief for 1897.² In 1906, the estimate, not including St. Louis City was \$144,168.33, the average per county given as \$1,264.63. It was thought that about one person out of 197 received outdoor relief in the state that year.³ In 1909, ninety-six counties reported an outdoor relief expenditure of \$170,953.66, exclusive of medical care. The State Board estimated that, for the 114 counties including medical care for the year, \$225,164.82 was expended for outdoor relief. This figure included the unde-

¹Ibid., pp. 31, 36.

²See Table 33, chap. vii. These figures are evidently approximate as the average county expenditure multiplied by the number of counties is about \$50.00 less than total estimate given.

³Paper by W. T. Cross in State Board of Charities and Corrections, Biennial Report, 1907-8, pp. 64, 65.

terminated portion of medical care given to prisoners.¹

The proportion paid for the various types of outdoor relief was given in seventeen counties where an intensive study was made. This indicated that 10 per cent was spent for medical care, 7 per cent for funerals and 81 1/2 per cent for maintenance. The 81 1/2 per cent maintenance included 7 per cent given in kind, 23 per cent in the form of board money and the remaining 70 per cent was given in form of cash directly to the poor person or his guardian. The study does not account for 1 1/2 per cent. That was probably spent on transportation as 4 per cent of the entire number of poor were "shipped" out of the community.²

The facts in this chapter would indicate that there is a grave need for improvement in the law and its administration which relates to outdoor relief. The accounting for the money spent in such relief has been inefficient. There is a wide difference in the type of care given in the various counties although the sum for the state has been large. The budgets for the poor have been inadequate and very little attempt made on the part of the administration to help them to become self-supporting. In general the administrators have been untrained and administering poor relief has been only a minor part of their duty.

¹State Board of Charities and Corrections, Bulletin, May, 1910, p. 20.

²State Board of Charities and Corrections, Biennial Report, 1907-8, paper by W. T. Cross, p. 64.

CHAPTER IV

ALMSHOUSES

Local indoor relief or institutional care for the poor was provided by the majority of counties through the institution known as the Almshouse, sometimes referred to as poor asylum, poor house, poor farm, county farm, county home, county infirmary, or county hospital. It has been noted that the farms where the poor were boarded out were often referred to as the poor farms, and it appears that the almshouse developed from the boarding out system.

Because of the large population in St. Louis County it was given an opportunity twelve years prior to the other counties to provide for a "poor farm" or institutional care for the poor. Consequently the first almshouse in the state was located there. Cooper, Marlon and Platte appear to have been the first counties to take advantage of the act of 1843¹ when they established almshouses in 1848. One hundred and two of the remaining 110 counties followed the examples of these four counties and established almshouses.²

Although the exact dates of establishment are not available for all the counties and there are conflicting reports in regard to some of the dates, there is sufficient information to draw some conclusions. Almshouse care is and has been for the last fifty or sixty years the accepted method in most of the counties of caring for the helpless and entirely dependent individual. In establishing almshouses the counties had at first to purchase the farm and this practice continued even after they were given the privilege of leasing the farm. They evidently felt that purchasing was the better investment as very few leased farms. Purchasing farms have, as might be expected, tended toward continuity of policy. Some counties have sold and repurchased other farms, and a few have made other arrangements.

¹Missouri Laws, 1842-43, p. 102.

²See Appendix III.

TABLE 11*

COUNTIES WITHOUT ALMSHOUSES

1892	1897	1903	1910	1911-12	1922	1933	1935
Barton Benton Carter Crawford Dallas Dent	Benton Carter Dent Dunklin Gasconade Hickory	Benton Camden Carter Dent Douglas Dunklin Gasconade Hickory	Benton Camden Carter Douglas Hickory	Benton Camden Carter Douglas Hickory	Benton Camden Carter Hickory Knox McDonald Madison Maries Miller	Benton Camden Carter Hickory Knox Madison Oregon Ozark Phelps Reynolds	Benton Camden Carter Hickory Knox Madison Oregon Ozark Phelps Reynolds
Gasconade Hickory Howell Jackson							
McDonald Madison Maries New Madrid	Laclede McDonald Madison Maries Miller	Laclede McDonald Madison Maries Miller	McDonald Madison Miller	Macon Madison Maries Miller	McDonald Madison Maries Miller	Knox Madison	Knox Madison
Ozark Phelps Reynolds	Oregon Ozark Phelps Ralls	Oregon Ozark Pemiscot	Oregon Ozark Phelps Reynolds	Oregon Ozark Phelps Reynolds	Oregon Ozark Phelps Reynolds	Oregon Ozark Phelps Reynolds	Oregon Ozark Phelps Reynolds

Ripley St. Louis Shannon Stone Taney Texas Wayne Worth Wright	Ripley St. Louis Shannon Taney Worth	Ripley St. Louis Shannon Taney Worth Wright	Ripley St. Louis Shannon Taney Wright	St. Louis Shannon Taney Texas Wayne	St. Louis Shannon Taney Wayne	Ripley St. Louis Stone Taney Wayne	Ripley St. Louis Stone Taney Wayne
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*Statistics for Table 11 were obtained for 1892 from Secretary of State, Official Manual for State of Missouri, 1891-92, pp. 289, 290; for 1897, State Board of Charities and Corrections, First Biennial Report, 1899, pp. 17, 18, 19; for 1903, Ellwood, op. cit., p. 4; for 1910, State Board of Charities and Corrections, Bulletin 1, May, 1910, p. 5; for 1911-12, State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42; for 1922, William L. Miller, County Almshouses and Jails in Missouri, State Board of Charities and Corrections, Bulletin, August, 1922, p. 3; for 1933 and 1935, The Rural Almshouse Population in Missouri (Co-operative Rural Research by The Agricultural Experiment Station, University of Missouri, Works Progress Administration and the State Social Security Commission, June, 1938), pp. 5, 6.

It is thought that most of the information in this table is accurate, although some errors are evident. Miller County was not listed in 1892, but it is doubtful that the county had an almshouse at that time. Comparing dates of establishment with list of counties not having almshouses in 1897, it appears that Jackson and Texas counties probably had county farms in 1892.

Benton is an example of one of the counties that purchased their farm early and after a few years of experimentation sold it and went back to the practice of boarding out.¹ Knox County evidently sold their farm sometime during the second decade of the twentieth century, and boarded their poor in the almshouse of the adjoining county.²

The number of almshouses established in the period between 1850 and 1880 is more striking when compared with the dates of county organization and population given above. By 1900, about ninety-five of the 115 local units provided for almshouse care. In view of the unsatisfactory conditions existing in so many almshouses it is somewhat surprising that the State Board of Charities and Corrections made an effort after 1900 to persuade all the counties to establish almshouses. They evidently thought that unsatisfactory almshouse conditions could be improved more readily than the unsatisfactory conditions of outdoor relief. Although some counties followed the recommendation of the State Board, others sold their farms making the net gain small. The last available report, that of 1935, indicates that there were 100 of the 115 local units maintaining almshouses.³

Not much thought was given to the location of the county farms until the State Board of Charities and Corrections, shortly after 1900, began to advise locating them near towns and especially near the county seats. It was suggested that in this way the farms could take advantage of the city's modern conveniences such as light, water and sewage disposal, and the patients being nearer town could probably visit their friends and have more recreation than was possible when the farms were at a distance. In case they were located near the county seat the judges would be able to give better supervision as they could visit more often, and medical care would be improved as the physicians usually resided in town and could be called in more conveniently. The

¹See Benton County, Appendix III.

²Knox County was reported with no almshouse in 1922. See Table 11. In 1932, Knox was boarding their poor in the Marion County home. See State Board of Charities and Corrections, Biennial Report, 1933, p. 43.

³See State Board of Charities and Corrections, Biennial Reports.

Board also thought that the public would be more aware of the conditions existing on the farms and this might lead to improvement.¹

The distance of the farms from the nearest town varied greatly. In the case of nineteen about which information is available in the early histories, eleven were within five miles of the county seat, four were between one and seven miles from a town; and, of the remaining four, the farthest from the county seat was ten miles.² In 1910, of the eighty counties that reported on the location of county farms the average distance from town was four miles. Cole County reported ten miles which was the greatest distance from town. However, some of the other counties not reporting were known to have farms more than ten miles from town. Twenty-three of the eighty county farms were located within a mile of town. The most recently built were in the latter group.³ The difference in the price of land near a town and at a distance from town was probably one of the reasons for locating the farms some distance from towns. Also most of the counties bought their first farms before they had towns with modern conveniences.

It was found that the size as well as location of the farm also varied, from county to county and from time to time. In the thirty-five counties where the size of the farm was listed before 1900, the farms varied from Osage with an acreage of 348 and a fraction in 1889 to nine acres, the third farm that Greene County purchased. Twelve counties reported 160 acres, evidently the most popular size. Six reported farms between 200 and 300 acres. Only four had over 300 acres.⁴

¹State Board of Charities and Corrections, Biennial Report, 1903, p. 9, and Bulletin No. 1, May, 1910, pp. 5, 6.

²See County Sketches in Appendix III.

³State Board of Charities and Corrections, Bulletin No. 1, May, 1910, pp. 5, 6.

⁴See County Sketches in Appendix III. Although counties were only authorized to have a maximum acreage of 160 until 1866, Pike and Greene Counties are reported with larger farms before that time. A few counties report more than 320 acres, the maximum since that time.

In 1903, the size of the eighty-six farms reported ranged in acreage from Linn County with five acres to Callaway with 300 acres. Cape Girardeau with 360 acres is the only other county that had more than the amount allowed by the statute. Nine counties had 300 acres or more; fifteen had between 200 and 300 acres. In 1903, from 100 to 200 was the most popular size, there being thirty-seven farms or 43 per cent at the time with an acreage within those figures. Twenty-five farms or 29 per cent were below 100.¹ One student argued against the suggestion that the farms should be of uniform size, since circumstances differed in the various counties. In most counties he thought fifty acres would probably be a proper size as that would be large enough to furnish labor for all able-bodied inmates and to supply acreage needed for gardening and grounds. At that time only twelve counties had farms of fifty acres or less.²

The arguments for smaller farms were that the superintendent would be able to give more attention to the inmates instead of to farming, and that the smaller farms could be located near towns with less cost and inconvenience than the larger ones. The economy of large farms was also questioned since supplies could be purchased cheaply and most inmates were not able to work.³ Some twelve years later the State Board of Charities and Corrections said that from forty to sixty acres was considered an ideal size. They thought that a farm of this size provided land for garden and fruit and space for hogs, cows and poultry. They pointed out that gardening was better for the average almshouse inmate than ordinary farm work.⁴

¹Charles A. Ellwood, Condition of the County Almshouses of Missouri (Columbia: University of Missouri, 1904), pp. 5-7. This study was made by the Department of Sociology, University of Missouri, and directed by Professor Charles A. Ellwood. The material was obtained in 1903. Students or Alumni of the University visited about twenty-nine of the ninety-three almshouses. The superintendents filled out questionnaires for about thirty-four others, and information concerning twenty-seven of the remaining thirty was obtained from the county clerks or some other person.

²See p. 65 for tabular statement of acreage of poor farms in 1903.

³Ellwood, op. cit., pp. 15, 16.

⁴State Board of Charities and Corrections, Biennial Report, 1915-16, p. 188.

TABLE 12*

COUNTIES LISTED ACCORDING TO NUMBER OF ACRES
IN POOR FARM IN 1903

County	Number	County	Number
Callaway.....	360	Vernon.....	160
Cape Girardeau.....	350	Randolph.....	156
St. Francois.....	320	Texas.....	150
Washington.....	320	Mercer.....	150
Scott.....	320	Warren.....	140
Jackson.....	313	Barton.....	120
Andrew.....	309	Butler.....	120
Bollinger.....	307	Christian.....	120
Howard.....	300	Cooper.....	120
Montgomery.....	285	Greene.....	120
Cass.....	280	Newton.....	120
Saline.....	260	Ray.....	120
Ralls.....	254	Harrison.....	119
Chariton.....	240	Knox.....	118
Cole.....	240	Crawford.....	100
Dallas.....	240	Daviess.....	100
Lewis.....	240	Ste. Genevieve.....	100
Buchanan.....	229	Scotland.....	100
Schuyler.....	228	Clay.....	90
Holt.....	225	Pulaski.....	90
Caldwell.....	220	Jasper.....	85
Dade.....	212	Carroll.....	80
Howell.....	206	DeKalb.....	80
Atchison.....	200	Grundy.....	80
Audrain.....	185	Lafayette.....	80
Pike.....	185	Pettis.....	80
Marion.....	181	Platte.....	80
Johnson.....	180	Polk.....	80
Cedar.....	170	Putnam.....	74
Adair.....	160	Clinton.....	65
Bates.....	160	Macon.....	63
Boone.....	160	St. Louis City.....	50
Franklin.....	160	Barry.....	40
Gentry.....	160	Clark.....	30
Henry.....	160	Perry.....	28
Iron.....	160	Livingston.....	27
Jefferson.....	160	Mississippi.....	25
Lawrence.....	160	Shelby.....	23
Lincoln.....	160	Sullivan.....	20
Monroe.....	160	Webster.....	20
Morgan.....	160	St. Charles.....	17
Nodaway.....	160	Osage.....	10
Stoddard.....	160	Linn.....	5

*Ellwood, op. cit., pp. 5, 6, 7.

The range in size of the ninety-three county farms reported in 1911-1912 was from ten acres (Osage County) to 355 (Calloway County). Scott County was reported as having 352 acres. Only seven counties as compared with nine in 1903 had 300 acres or over. Fourteen counties had between 200 and 300 acres. Thirty-seven had farms between 100 and 200 acres. Thirty-five counties in comparison to twenty-five in 1903 had farms less than 100 acres.¹

About four years later the State Board of Charities in commenting on the size of the farms said that there was a tendency to reduce the number of acres. They explained that counties had purchased their farms when land was cheap and when practically all of the insane were kept on the farm. The homes purchased later were being placed near county seats as the land was expensive; also many counties had insufficient funds to erect new buildings and sold part of their farms to pay for the needed improvements. The members of the Board also thought that some counties thought the inmates received better care when the superintendent had less farming to do. Twelve counties that had built a few years preceding 1917 had reduced their acreage.²

The physical well-being of the residents of the poor farms probably was more dependent on the type of housing than on the size or location of the farm. From the twenty-four buildings described on the early poor farms it is evident that the almshouse at that time was very similar to the houses on the surrounding farms. In some instances they were larger, or there might be more than one house on the farm. They were not usually over two stories in height, some being only one or one and a half stories. Most of the houses were built of wood, there being only three or four counties reporting brick buildings. Most of the wood build-

¹Ibid., 1911-12. Table 42. The 1911-12 survey referred to several times in this chapter was made during the biennium period of 1911-12 by the State Board of Charities and Corrections. Miss Charlotte B. Forrester, who was directed by the State Board of Charities and Corrections and financed by the State Nurses' Association made the survey. She compiled a chart which was included in the biennium report. The chart includes number of acres in the county farms, description of buildings and living conditions on each farm.

²Ibid., 1915-16, pp. 187, 188.

ings were frame, although three or four counties reported hewed log houses.¹ Wood continued to be the most popular material as forty-four of the ninety-six counties reporting in 1911 had frame dwellings. At that time twenty-four had brick and two cement. The other twenty-six had two or more dwellings, and twenty of these reported both brick and frame buildings.

In 1911, the number of houses on the farms ranged from one to eight. In forty-one counties, there were three or more houses. In twenty-four there were two, and in thirty-one there was only one house. Where there was more than one building, one cottage was often used for the Superintendent and his family. Some had separate cottages, one for white women, one for white men, and one for the colored men and women. As a rule where there was only one dwelling, the building would be much larger than the buildings on the cottage plan. As to the number of rooms, one-third of the counties had large buildings with ten or more rooms. The other two-thirds had small buildings very much on the order of the ordinary farm home.²

In 1903, there were only five entirely modern almshouses in the state. Seven others had some modern conveniences. The sanitary arrangements for the remaining counties were similar to the ones found on the ordinary farm.³ Eight years later some improvement was noted. In 1911, seventeen had electric lights. However, seventy-five still used oil exclusively for lighting purposes. Two used oil and candles, one oil and gas, and one had no provision for lights. Stoves, hot air and steam furnaces were the main methods of heating. Thirty-four counties evidently had furnaces, three being hot air and the others steam, and twenty-seven of the thirty-four used furnace heat entirely; the other seven used stoves along with their furnaces. One county used both stoves and fireplaces. The other sixty-one counties used stoves exclusively for heating.

As to the water supply, city water, wells, cisterns,

¹See Sketches of Counties, Appendix III.

²State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

³Ellwood, op. cit., p. 14.

springs and a creek were listed as furnishing water to the various county farms. Fifty-one of the counties depended upon one or more wells for their water supply. Seven used city water and seven used cisterns. Two depended upon springs. The other twenty-nine had more than one source for water supplies, sometimes both a well and cistern or spring. Sixty-seven counties had no fire protection. Eight used the city fire department, and the other twenty-one used various methods including gasoline engines, compression tanks, fire extinguishers, buckets and various types of hose. The bathroom was not mentioned, but about half of the counties reported using wash tubs for bathing purposes. Three counties had showers, five had no special facilities for bathing, and two had only creeks which could not be used in winter. Some of the others used bathtubs, and some said tubs but did not distinguish between bath and wash tubs. Fifty-seven counties were said to have good sewage disposal, thirty-five poor, three fair and one none.¹

The type of care given in any institution will depend largely upon the qualifications, selection, tenure and other personnel policies. Since there is no statutory requirement concerning qualifications and length of service for the Superintendent of the poor farm, his appointment is left entirely with the county judges. It would seem that since they are party elected officials political activity might be a necessity for the Superintendent. Politics, however, seem to have been a very minor consideration in the appointment of the superintendent, low bidding being the most effective appeal. Out of ninety-one counties reporting in 1897, sixty stated they let the farm to the lowest bidder.²

¹State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

²State Board of Charities and Corrections, Second Biennial Report, 1901, pp. 34 ff. In 1913, eighty-seven of the ninety-six (excludes St. Louis City) superintendents had been engaged in farming before their appointment as almshouse superintendent. Only two of the ninety-six were women. Ninety-two were married, three widowed and one single. The average age was forty-seven and one-half years; thirteen were sixty or over, the oldest being seventy-two; twenty-seven were forty or younger, the youngest being twenty-nine. See State Board of Charities and Corrections, Biennial Report, 1913-14, p. 73. Under the direction of the State Board, a group of the superintendents organized the Missouri Association of Poor Law officials, in 1910. Fourteen

The judges have made two types of contracts with the superintendents for the management of the farm. These have commonly been known as the salary system and the lease system. In the salary system the superintendent was paid a fixed sum, usually on a monthly or yearly basis, and he and his family managed the farm and took care of the inmates. All expenses were paid by the county, and all proceeds from the farm went to the County Treasurer.

In the lease system the superintendent rented the farm for a certain period, and was expected to take care of the poor sent to him. The exact terms differed in the various counties. Sometimes the superintendent paid a stipulated sum of rent per year for the use of the farm; in others he paid so much per acre for a certain number of acres, probably the land in the farm under cultivation. Some counties included the care of the poor, at least up to a certain number as part of the rent. In others, arrangements were made to pay a fixed sum to the superintendent for the care of the poor on a weekly, monthly or yearly basis. Minimum budgets in the contracts usually included food, shelter, clothing, medical care and medicine, and differed as to the articles furnished by the superintendent and county respectively. In some counties the superintendent would be expected to furnish only the shelter and food, the county paying for the clothing and medicine. In others he might be expected to furnish all of the essentials.¹

The early county courts thought the lease system cheaper and the majority of them used it. The State Board favored the salary system because they thought the management better and the

counties were represented in the first meeting and plans for annual meetings were made. Their goal was "improving the almshouse from the inside" and they hoped to train "a permanent, well qualified class of superintendents and matrons." By the third meeting they had some members of the county courts, and their membership had grown from sixteen in 1910, and nineteen in 1911, to twenty-four in 1912. See State Board of Charities and Corrections, Biennial Report, 1909-10, p. 84; 1911-12, p. 68; and Proceedings of Missouri Conferences of Social Welfare, 1915, p. 3.

¹See Sketches of Pike, Lincoln, Scotland, and Knox counties for various types of management. Appendix III.

inmates more likely to receive good care.¹ The number of counties using the salary system increased from thirty-five in 1903 to sixty-six in 1913, as is indicated in Table 13. During the same period the lease system decreased from fifty-five to thirty.

TABLE 13*

NUMBER OF COUNTY FARMS WITH
LEASE AND SALARY MANAGEMENT

Year	Number of Counties Reported	Lease	Salary
1903.....	90	55	35
1906.....	76	27	49
1908.....	92	36	56
1911-12.....	96	33	63
1913.....	96	30	66

*Statistics for 1903 taken from Ellwood, *op. cit.*, p. 7; for 1906, 1908, 1911-12 and 1913 from State Board of Charities and Corrections, Biennial Report, 1905-6, p. 60, 1907-8, p. 91, 1911-12, Table 42, 1913-14, p. 73.

The term of service that the contract called for also varied. In 1913, one county had a contract for five years, another one for four years, in two it was for three years, in nineteen it was for two years, and three counties had contracts for less than thirty days. The renewal of contracts, of course, depended upon the satisfaction of each party, and in some instances it also depended on whether or not some one would underbid the present superintendent. The average term of service for the ninety-six superintendents in 1913 was three and one-half years. However, seventeen in the group had an average of eleven years of service, and five had an average of nineteen years.²

The amount received as well as the term of service varied. Of the thirty-five counties on a salary system in 1903 only eight paid over \$600.00 per year, and four of these were urban centers.

¹State Board of Charities and Corrections, Biennial Reports.

²Ibid., 1913-14, pp. 73, 74.

Most of the counties were paying from \$400.00 to \$600.00 per year.¹ In 1908, St. Louis City and Jackson County each paid \$1,500.00 a year.² In 1913, the sixty-six counties using the salary system averaged \$56.62 per month. The average salary for the ten highest paid superintendents was \$99.00 per month. However, five received \$25.00 or less per month, the lowest being \$17.16 per month.³

While the contracts provided generally for only one salary, the superintendent's family usually lived on the farm and helped him, and the wife often did most of the household work. In 1911-12, only sixteen counties of the sixty-three reporting employed more than one person on the farm, and four of these had a payroll less than \$84.00 a month which was the highest payroll in the counties with only one employee.

The County Courts have as a rule decided on the admission of each case to the county farm on an individual basis. In some of the larger counties they are assisted by private agencies, or by an appointed agent. Sometimes the court, while they are not in session, delegates power to the County Clerk to admit emergency cases.⁴ In general only poor people are admitted. For example, Platte County stated that an applicant had to be presented before the Court, and the person declared a pauper and a lawful resident of the county.⁵ An exception to this rule was noted in Sullivan County where the circuit judge secured the permission of the county judge to send a woman to the almshouse instead of the jail when she was convicted of bootlegging. However, the pecuniary circumstances are not given in this case, so it is probable that she was also poor.

The only records the superintendents of almshouses are required to keep are the financial transactions already noted,

¹Ellwood, op. cit., p. 18.

²State Board of Charities and Corrections, Biennial Report, 1907-8, pp. 90, 91.

³Ibid., 1913-14, p. 73. St. Louis City was not included in the sixty-six counties listing salaries.

⁴Mercer County was an example of this practice. See ibid., 1925-26, p. 58.

⁵Ibid., 1917-18, p. 158.

TABLE 14*

THE SIXTY-THREE COUNTIES EMPLOYING A SUPERINTENDENT
OF POOR FARM ON A SALARY BASIS IN 1911 AND 1912
WITH NUMBER OF EMPLOYEES AND MONTHLY PAYROLL

County	Number of Employees	Total Payroll Per Month	County	Number of Employees	Total Payroll Per Month
Jackson.....	11	\$725.00	Warren.....	1	\$60.00
Buchanan.....	9	335.00	Audrain.....	1	55.00
Boone.....	6	159.00	Putnam.....	1	54.00
Saline.....	6	175.00	Atchison.....	1	50.00
Holt.....	4	93.00	Barry.....	1	50.00
Callaway.....	3	88.00	Bates.....	1	50.00
Greene.....	3	135.00	Chariton.....	1	50.00
Henry.....	3	78.00	DeKalb.....	1	50.00
Jasper.....	3	80.00	Dunklin.....	1	50.00
Lawrence.....	3	86.00	Howell.....	1	50.00
Marion.....	3	135.00	Moniteau.....	1	50.00
Newton.....	3	84.00	New Madrid....	1	50.00
Nodaway.....	3	100.00	Stoddard.....	1	50.00
Randolph.....	3	59.00	Vernon.....	1	50.00
St. Charles..	3	95.00	Wright.....	1	50.00
Cooper.....	2	77.50	Jefferson.....	1	45.00
Harrison.....	1	84.00	Macon.....	1	42.00
Lewis.....	1	84.00	Cape Girardeau	1	41.50
Monroe.....	1	84.00	Dade.....	1	41.00
Shelby.....	1	83.00	Gasconade.....	1	41.00
Carroll.....	1	75.00	Howard.....	1	40.00
Linn.....	1	75.00	Polk.....	1	40.00
Livingston..	1	75.00	St. Clair.....	1	40.00
Pike.....	1	75.00	Ste. Genevieve	1	40.00
Ray.....	1	75.00	Osage.....	1	35.00
Andrew.....	1	65.00	Pettis.....	1	35.00
Crawford....	1	65.00	Ralls.....	1	34.00
Franklin.....	1	65.00	Barton.....	1	33.33
St. Francois	1	65.00	Washington....	1	32.00
Caldwell....	1	60.00	Montgomery....	1	25.00
Dent.....	1	60.00	Ripley.....	1	25.00
			Laclede.....	1	20.00

*State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

and the items required by the Bureau of Vital Statistics.¹ When in 1911-12 the "character of the records kept of the inmates" was discussed, twenty-seven of the ninety-six counties had no records, and in forty-eight they were described as "poor"; eighteen were said to have good records, two medium, and one was not classified.² At one time the Infirmary officials and the State Board of Charities worked out the forms for two record books with the hope that the counties would voluntarily adopt them. These included a financial record and an inmate's record book. They tried to make the bookkeeping simple and to provide only for the things required by law.³

How much will it cost is one of the first questions asked when any new project is proposed. With such important emphasis placed upon the cost, it is surprising that there are no accurate statistics as to the cost of approximately one hundred almshouses, most of them in existence for at least forty years. It is possible to find approximate figures on almshouse property valuation for some years, and on maintenance for a certain period. There is, however, no explanation of the exact items included in the maintenance figures. In order to know what the actual cost is, it would be necessary to have the property valuation and then include all expenses necessary for upkeep and maintenance plus interest on the investment and subtract the income received from the farm. There is very little information available as to the original cost of the farms. The early historians list the price paid by twenty-seven counties. It is difficult, however, to draw any conclusions from these figures since some counties bought improved land, some bought unimproved land, some bought good farm land and some bought land only partly in cultivation. The location of the farm too, as well as the size, made a difference in the price. Of these twenty-seven counties Chariton and Holt Counties reported the highest costs, Holt paying \$10,077 for a

¹The superintendents of almshouses are required to keep a record of personal items of inmates needed for certificates of death and for birth in case of children born in almshouses. See Revised Statutes, 1929, II, chap. 52, art. II, p. 2504.

²State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

³Ibid., p. 67.

farm and improvements, and Chariton \$35,000. The majority of these counties paid from \$1,000 to \$6,000 for their farms, some of the prices including improvements.¹ In 1903, the approximate cost of the buildings on the farms was also secured. Twelve had buildings costing \$10,000 or more, eleven had buildings costing between \$5,000 and \$10,000, and the others cost less than \$5,000.² Eight years later when another estimate was made, nineteen counties had dwellings valued at more than \$10,000.³ In 1916, the total valuation of all almshouse property was estimated at \$2,995,992.

In that same year, the cost of maintenance was estimated at \$412,734.06, or an average of \$136.98 per inmate.⁴ The estimate had been \$225,474.91 about twenty years before.⁵ Of course, more almshouses were included in the later estimate. Since neither estimate gave the items included in maintenance it is impossible to know whether or not the estimates were comparable. It is indicated that in some years some counties actually recovered some profits from their investment. As the county had usually leased the farm, and it is not probable that the superintendent would work at a loss, there is a question as to how well the inmates were cared for. While the statistics available are far from satisfactory, it appears that the ownership and maintenance of a farm by the county has been an expensive investment, especially during later years when land is more valuable considering the inadequate care which it has provided.

Although a few of the larger local units have a large almshouse population, in general the almshouse has and continues to be a small institution. It is difficult to understand why some of the better informed officials would recommend the estab-

¹See County Sketches, Appendix III, and History of Howard and Chariton Counties (St. Joseph: National Historical Co., 1883), p. 431.

²Ellwood, op. cit., pp. 13, 14. The four largest local units were included in the \$10,000 or above list.

³State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

⁴Ibid., 1915-16, p. 197.

⁵See Table 33, chap. vii. For the year 1897 the cost of almshouse care was next to the most expensive poor relief given.

lishment of new county almshouses and the continuance of the others, when the almshouse population was too small to warrant the amount invested, and could have been more adequately cared for by wise expenditure of outdoor relief.

Statistics available indicate that St. Louis City Almshouse is in a class by itself since the population is many times larger than that of any other similar institution in the state. Although Jackson County is much smaller it ranks second, and is much larger than the other county almshouses. In 1880, the average population was fifty-one¹ as compared with 865 inmates December 31, 1932. The early historians indicate that in the eighties most of the almshouses had less than twenty inmates.² Almshouse population figures are available for ninety-two counties in 1897, ninety in 1903, ninety-three in 1911-12, eighty-four in 1932, and ninety-six in 1935. It would, however, as the local units are not identical, some including the larger ones and others omitting them, be difficult to draw conclusions as to trends since the population statistics are not comparable. The time of year differed, some being given on a particular date, others on various dates during the year.

The age, sex, race and special handicaps noted in the population of the almshouse indicate that it was not a specialized institution. Its inmates included men, women, children, white, colored, insane, feeble-minded, epileptic, blind, deaf, sick and crippled. Poverty was the only thing they had in common. The State Board of Charities and Corrections thought that they should exist primarily for the care of the aged and infirm, and suggested that they should be called infirmaries. Although there has been a much larger percentage of the upper age group in the almshouse population than in the general population, less than half of the inmates have been aged. In 1903, 1,262 or 37.6 per cent were over sixty,³ in 1910, 1,222 or 44.9 per cent were over sixty,⁴ and in 1932, 1,382 or 46.3 per cent were over

¹See Sketch of Jackson County, Appendix III.

²See Sketches of Counties, Appendix III.

³Ellwood, op. cit., pp. 5-7.

⁴State Board of Charities and Corrections, Biennial Report, 1909-10, pp. 182-83.

TABLE 15
ALMSHOUSE POPULATION BY COUNTIES

County	Number of Inmates for the Following Years				
	1897 ^a	1903 ^b	1911-12 ^c	1932 ^d	1935 ^e
Adair.....	9	10	7	26	24
Andrew.....	15	21	17	32	32
Atchison.....	17	12	16	19	16
Audrain.....	15	13	7	16	23
Barry.....	15	10	25	33	30
Barton.....	14	7	12	10	18
Bates.....	12	3	7	30	21
Benton.....	..	..	..	..	..
Bollinger.....	6	3	5	12	11
Boone.....	33	30	36	51	61
Buchanan.....	75	83	..	..	..
Butler.....	13	12	10	..	32
Caldwell.....	9	9	7	10	9
Callaway.....	40	31	31	54	41
Camden.....	5	..	..	14	..
Cape Girardeau	31	19	19	33	24
Carroll.....	15	16	15	20	19
Carter.....	..	..	..	..	..
Cass.....	15	13	22	..	43
Cedar.....	8	10	11	16	24
Chariton.....	17	36	26	33	30
Christian.....	7	11	11	24	28
Clark.....	24	15	21	29	34
Clay.....	22	20	18	32	28
Clinton.....	10	8	9	17	14

^aStatistics for the year 1897 in table taken from State Board of Charities and Corrections, Second Biennial Report, 1901, pp. 34, 35, 36. (Total 92 counties, 3,063 inmates.)

^bStatistics for the year 1903 in table taken from Ellwood, op. cit., pp. 5, 6, 7. (Total 90 counties, 3,348 inmates.)

^cStatistics for the years 1911-12 in table taken from State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42. (Total 93 counties, 1,765 inmates.)

^dStatistics for the year 1932 in table, ibid., 1931-32, pp. 41 ff. (Total 84 counties, 3,073 inmates.)

^eStatistics for the year 1935 in table taken from The Rural Almshouse Population in Missouri, June, 1938, Research Bulletin No. 3, University of Missouri, p. 34. (Total 96 counties, 2,778 inmates.)

TABLE 15--Continued

County	Number of Inmates for the Following Years				
	1897 ^a	1903 ^b	1911-12 ^c	1932 ^d	1935 ^e
Cole.....	21	26	6	12	12
Cooper.....	17	26	13	26	25
Crawford.....	3	8	6	7	24
Dade.....	27	12	10	11	8
Dallas.....	11	8	4	11	7
Davies.....	9	10	13	10	18
DeKalb.....	7	9	7	...	21
Dent.....	..	..	15	...	28
Douglas.....	4	..	...	21	17
Dunklin.....	..	..	7	60	47
Franklin.....	15	16	17	23	32
Gasconade.....	..	..	7	10	18
Gentry.....	12	14	9	20	19
Greene.....	74	75	78	...	..
Grundy.....	..	10	12	...	19
Harrison.....	14	23	23	44	38
Henry.....	38	24	24	30	33
Hickory.....	..	..	...	...	..
Holt.....	10	11	10	15	21
Howard.....	25	20	16	8	18
Howell.....	12	18	8	...	62
Iron.....	15	12	13	20	21
Jackson.....	..	190	227	865	..
Jasper.....	41	35	...	113	87
Jefferson.....	28	20	10	...	13
Johnson.....	17	16	27	40	30
Knox.....	11	8	7	5	..
Laclede.....	..	..	7	...	4
Lafayette.....	19	16	20	...	44
Lawrence.....	23	31	24	31	32
Lewis.....	40	40	22	...	44
Lincoln.....	20	20	19	18	20
Linn.....	7	21	20	43	38
Livingston...	14	32	45	36	33
McDonald.....	..	..	...	24	23
Macon.....	35	27	30	...	48
Madison.....	..	..	...	...	..
Marion.....	..	..	...	15	13
Marion.....	13	15	59	...	92
Mercer.....	9	15	13	27	31
Miller.....	..	..	...	20	17
Mississippi...	4	6	6	...	13
Moniteau.....	16	14	20	...	17
Monroe.....	19	23	37	25	46
Montgomery...	14	15	10	22	17
Morgan.....	16	12	9	13	15
New Madrid...	11	7	9	35	34
Newton.....	34	37	30	40	43
Nodaway.....	28	24	21	34	46

TABLE 15--Continued

County	Number of Inmates for the Following Years				
	1897 ^a	1903 ^b	1911-12 ^c	1932 ^d	1935 ^e
Oregon.....	.....	.....	..	6	..
Osage.....	8	9	7	7	11
Ozark.....	.....	.....	..	..	..
Pemiscot.....	.....	.....	9	58	68
Perry.....	18	12	10	9	14
Pettis.....	14	21	19	46	47
Phelps.....	.....	11	..	..	..
Pike.....	41	42	36	29	33
Platte.....	9	11	12	21	21
Polk.....	26	12	18	25	27
Pulaski.....	6	2	3	5	10
Putnam.....	8	18	18	22	24
Ralls.....	.....	9	6	23	29
Randolph.....	31	20	21	..	30
Ray.....	24	24	28	57	53
Reynolds.....	3	.....	..	16	..
Ripley.....	.....	.....	6	7	..
St. Charles...	49	50	32	61	60
St. Clair.....	6	.....	3	44	43
St. Francois..	29	16	18	20	25
St. Louis City	1,401	1,545	..	..	..
Ste. Genevieve	21	19	21	..	21
Saline.....	40	43	..	58	66
Schuyler.....	9	5	6	6	6
Scotland.....	5	5	2	25	21
Scott.....	9	11	12	..	31
Shannon.....	.....	.....	..	..	21
Shelby.....	9	11	53	44	44
Stoddard.....	19	11	12	60	55
Stone.....	6	.....	3	4	..
Sullivan.....	20	26	27	60	47
Taney.....	.....	.....	..	..	..
Texas.....	9	14	..	40	38
Vernon.....	18	14	15	25	24
Warren.....	12	14	10	5	4
Washington....	15	6	11	..	9
Wayne.....	9	9	..	6	..
Webster.....	18	18	22	20	27
Worth.....	.....	.....	5	..	5
Wright.....	11	.....	18	19	14

TABLE 16*

COUNTIES CLASSIFIED ACCORDING TO
ALMSHOUSE POPULATION CENSUS

Number of Inmates	1897		1903		1911-12		1932		1935	
	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent	Num- ber	Per Cent
Less than 12	32	34.7	30	33.3	39	41.9	18	21.4	11	11.4
Less than 24	69	75.0	68	75.5	74	79.5	43	51.1	42	43.7
More than 30	15	16.3	14	15.5	10	10.7	28	33.3	36	37.5

*Statistics compiled from Table 15.

seventy.¹

The percentage of children in almshouses has been small, due no doubt in earlier times to the activities of private child caring agencies. The available statistics show some children in almshouses. In 1897, forty-nine counties reported one or more children in almshouses, there being a total population of 144 children.² In 1903, there were 154 under eighteen years of age, ninety-two between two and fourteen. It was estimated that not more than one half of the ninety-two were healthy. They were usually in the almshouse with one or both parents. The others were placed in almshouses because private agencies found that they were not placeable in private homes because of mental or physical conditions. A law prohibiting the detention of children in almshouses for longer than one month was advocated.³ On December 31, 1910, there were in the almshouse, seventy-one under sixteen years of age, twenty of the seventy-one being under three years of age. At that time thirty-five counties reported children in the almshouses, St. Louis City reporting sixteen, the largest number.⁴ Two years later it was reported that fifty-nine children under sixteen were in the almshouse, sixteen of these being under three years of age. A representative of the State Board of Charities said that the almshouse itself was responsible for fourteen of these as they were the offspring of mothers who were left unguarded in the institution.⁵ Although it was made illegal to keep in almshouses, children between two and eighteen years of age except temporarily with their parents, in 1915⁶ some children appear to have been kept in almshouses on a more or less permanent basis, since that time and as late as 1936 there were a few almshouses in which small numbers of children were found.⁷

¹Ibid., 1931-32, p. 45. ²Ibid., 1901, pp. 34-36.

³Ellwood, op. cit., pp. 12-13.

⁴State Board of Charities and Corrections, Biennial Report, 1909-10, pp. 182, 183.

⁵Ibid., 1911-12, p. 80.

⁶Missouri Laws, 1913, sec. 1317C, p. 131.

⁷"Official Welfare Services in Missouri, Their Development and Correlation, 1821-1936" (unpublished report of Missouri Association for Social Welfare, Jefferson City, Missouri);

As to the classification by sex, in 1903 and 1911-12 it appears that men predominated as 1,819 out of a population of 3,348 were males in 1903¹ and 1,054 out of a population of 1,765 were males in 1911-12.²

As to race, the colored constituted a small element in the population in comparison to the white inmate population. In 1903, the total colored population for the almshouses reported was 292 or 8.7 per cent, and in 1932, ninety-six or 3.1 per cent. In 1903, only fifty of the ninety counties reported colored inmates. Howard County had the highest proportion, 45 per cent, there being nine colored out of the total population of twenty. Monroe was second with nine out of twenty-three colored. St. Louis City, eighty-two; Jackson, thirty; Greene, fourteen; Boone and Pike ten each, were the only counties with ten or more colored inmates in 1903, and all had comparatively large populations, so that the percentage was small. In 1932, only twenty-five of the eighty-four almshouses reported colored inmates. Howard again had the highest percentage with three out of eight. Boone with eleven and Saline with ten were the only counties with ten or more colored inmates in 1932.³ As to possible sources of dependency, there is sufficient evidence to warrant the statement that most of the persons making up the almshouse population have been mentally or physically handicapped. In many of the counties the courts have kept many of the destitute insane in the almshouses, because it was cheaper than paying for their maintenance in a state hospital. At times too the hospitals were so crowded that the counties were forced to care for their patients otherwise and some counties pointed out that the insane were happier in the almshouse as they were near home and could be visited by their friends and relatives. The latter argument would probably appeal to some people but it is doubtful if that was ever the real motive

Missouri Association for Social Welfare, typewritten manuscript, p. 15.

¹Ellwood, op. cit., pp. 5-7.

²State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

³Ellwood, op. cit., pp. 5-7, and State Board of Charities and Corrections, Biennial Report, 1931-32, pp. 41 ff.

for keeping them in almshouses. Some county courts provided almshouse care for some of the insane and state hospital care for others. In these instances those supposed to be curable were usually sent to the hospital and those thought to be incurables or the "chronic" were kept in the almshouse.¹

In 1897, the first year that any definite information is available on the number of insane in the almshouse population, there were 1,061 insane in fifty-six county almshouses. It is not clear whether the other counties failed to report their insane or whether there were none in their almshouses. However the number reported was slightly more than 34 per cent of the total almshouse population for the year. A few years later, 1,260 insane persons were reported as being in the almshouses.²

In 1903, there were 1,177 or 35.1 per cent of the almshouse population of the ninety counties reporting insane. Eight hundred and eighty-four of these were in the St. Louis City almshouse, leaving 293, or 16.2 per cent of the insane almshouse population in the other eighty-nine counties.³ In 1911-12, there were 184 or 10.4 per cent of the almshouse population insane outside St. Louis City,⁴ and in 1932, eighty-four counties, not including St. Louis City, reported 258 insane in the almshouses or 8.3 per cent of the total almshouse population.⁵

Although they did not have adequate hospital facilities some of the county almshouses had special rooms, cells or wards for the insane. St. Louis City had two separate departments, one known as the Insane and the other as Paupers.⁶ In 1873, Buchanan County erected a frame building on the farm for the insane and later it built a more modern one. Washington County also erected

¹Ellwood, op. cit., pp. 9 ff. It is not stated how the distinction was made between the curable and incurable.

²State Board of Charities and Corrections, Biennial Report, 1901, p. 32.

³Ellwood, op. cit., p. 7.

⁴State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

⁵Ibid., 1931-32, pp. 41 ff.

⁶Shepley, op. cit., p. 21.

TABLE 17*

COUNTIES LISTED IN ORDER OF INSANE POPULATION
IN ALMSHOUSES, 1897

County	Number of Insane in Almshouse	County	Number of Insane in Almshouse
St. Louis City	783	Linn.....	3
Greene.....	24	Saline.....	3
Boone.....	22	Scott.....	3
St. Charles...	19	Andrew.....	2
Macon.....	17	Bates.....	2
Polk.....	17	Cass.....	2
Jefferson.....	12	Christian.....	2
Sullivan.....	11	Cooper.....	2
Gentry.....	10	Dallas.....	2
Newton.....	8	Daviess.....	2
Webster.....	7	Douglas.....	2
Cape Girardeau	6	Jasper.....	2
Carroll.....	6	Mississippi....	2
Chariton.....	6	Monroe.....	2
Johnson.....	6	Platte.....	2
Pulaski.....	6	Sainte Genevieve	2
Iron.....	5	Stoddard.....	2
Bollinger.....	4	Warren.....	2
Clay.....	4	Atchison.....	1
Harrison.....	4	Audrain.....	1
Henry.....	4	Clark.....	1
Moniteau.....	4	Franklin.....	1
Morgan.....	4	Lincoln.....	1
Perry.....	4	Montgomery.....	1
Pike.....	4	Ray.....	1
Randolph.....	4	St. Francois....	1
Schuyler.....	4		
Barry.....	3		
Barton.....	3	Total	1,061
Howard.....	3		

*State Board of Charities and Corrections, Second Biennial Report, 1901, pp. 34 ff.

a small building for the insane.¹ In 1903, fifty-four of the ninety almshouses had cells for the insane.² Eight years later, fifty-eight of the ninety-six reported special construction for the insane.³

¹See county sketches, Appendix III.

²Ellwood, op. cit., p. 7.

³State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

No county has been equipped to provide adequate medical care for the insane and some of them have actually resorted to cruel treatment. In 1903, of the forty-eight counties answering the questions of mechanical restraint, thirty-seven admitted using it.¹ Although the type of mechanical restraint used in these counties is not discussed, it is probable that the patients were subjected to types disapproved by the hospitals at that time. As late as 1900 cases were cited of the insane in chains, handcuffs, tied with ropes, and kept in dark and unsanitary cells. In one almshouse, one insane person had been in chains for fifteen years, one for seven years and one for three years.²

The almshouse has also served as the local institution for the care of the poor feeble-minded and epileptic. In 1897, there were 330 feeble-minded or approximately 11 per cent of the total almshouse population.³ Six years later 551 were listed in the ninety almshouses. From 10 to 15 per cent of these were idiots. Two instances were cited in which feeble-minded women had given birth to illegitimate children while inmates of the almshouse.⁴ In 1911-12, there were 718 feeble-minded persons in almshouses reported in the ninety-six counties.⁵ In 1932, 1,032 or 33.5 per cent of the almshouse population of the eighty-four counties reporting were feeble-minded.⁶ The definition of feeble-minded was evidently left to the person reporting from each county which would indicate that the feeble-minded reported deviated enough from the normal to be noted by a layman. One hundred and eighty-one epileptics were reported in 1903⁷ and seventy-two

¹Ellwood, op. cit., p. 10.

²State Board of Charities and Corrections, Biennial Report, 1901, p. 32.

³Percentage obtained by comparing Table 15 and Table 18. There is no statement concerning the counties not listed. It is not known whether they had no feeble-minded in almshouses or failed to report them.

⁴Ellwood, op. cit., pp. 11-12.

⁵State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

⁶Ibid., 1931-32, p. 45.

⁷Ellwood, op. cit., p. 11.

TABLE 18^a

COUNTIES LISTED IN ORDER OF FEEBLEMINDED POPULATION
IN ALMSHOUSES, 1897

County	Number of Feebleminded in Almshouse	County	Number of Feebleminded in Almshouse
Buchanan.....	24	Bates.....	3
Newton.....	20	Carroll.....	2
Sainte Genevieve	18	Cass.....	2
Lafayette.....	15	Cedar.....	2
Putnam ^b	14	Clark.....	2
Cape Girardeau..	12	DeKalb.....	2
Pike.....	11	Harrison.....	2
Lewis.....	10	Holt.....	2
Shelby.....	9	Monroe.....	2
Mississippi ^b ...	8	Montgomery.....	2
Nodaway.....	8	Randolph.....	2
Clay.....	7	Reynolds.....	2
Dade.....	7	Schuyler.....	2
Howard.....	7	Warren.....	2
Knox.....	7	Washington.....	2
Ray.....	7	Adair.....	1
St. Francois....	7	Atchison.....	1
Boone.....	6	Barton.....	1
Audrain.....	5	Bollinger.....	1
Greene.....	5	Butler.....	1
Henry.....	5	Camden.....	1
Howell.....	5	Chariton.....	1
Jasper.....	5	Christian.....	1
Macon.....	5	Clinton.....	1
Marion.....	5	Cole.....	1
Polk.....	5	Cooper.....	1
Andrew.....	4	Dallas.....	1
Lawrence.....	4	Lincoln.....	1
Mercer.....	4	Livingston.....	1
Pettis.....	4	Moniteau.....	1
Barry.....	3	St. Charles.....	1
Linn.....	3	St. Clair.....	1
Morgan.....	3	Saline.....	1
Osage.....	3	Sullivan.....	1
Perry.....	3	Webster.....	1
Platte.....	3		
Stoddard.....	3		
Vernon.....	3	Total.....	330
Wayne.....	3		

^aState Board of Charities and Corrections, Biennial Report, 1901-2, pp. 34 ff.

^bThere is evidently a mistake in Putnam and Mississippi as the number of feebleminded listed exceeds the population of the almshouses.

in 1911-12.¹

There are some figures available on other types of inmates. For example, in 1903, 263 cripples, 114 blind and ninety-eight paralytics were reported in the almshouse population.² There were 105 blind reported in 1904,³ ninety-five in 1908⁴ and 116 in 1911-12. Two hundred and seventy-two cripples, thirty-three deaf mutes and thirty-three tubercular patients were in the almshouses in 1911-12. It is not possible to give the per cent of the almshouse population disabled at any one time as there are evidently duplicates in the figures reported. The best estimate of this, however, was made in 1911-12 when 905 or over one half of the total almshouse population of the ninety-six counties were said to need state institutional care. At the same time 289 were listed as general hospital cases.

It can be seen that the superintendents of the almshouses and their families were called upon to perform an impossible task when they were expected to look after a farm and to provide satisfactory living conditions for a group which might include insane, feeble-minded, aged, sick and other individuals who needed specialized care. Therefore it is not surprising to find that the almshouse in most cases provided very unsatisfactory living conditions. Since a large percentage of the population was either aged or sick, medical needs would appear to be a very important item. Provision for the services of a doctor and medicine to relieve the acutely ill were usually included in the almshouse budget. Adequate hospital care was not provided. As late as 1912 only twelve counties reported special construction for the sick which probably could be interpreted as having separate rooms or in some instances wards.⁵ There has never been adequate nursing care. In 1903, Jackson County and St. Louis City were the only two almshouses employing nurses and these were not trained

¹State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

²Ellwood, op. cit., p. 12.

³State Board of Charities and Corrections, Biennial Report, 1903-4, p. 112.

⁴Ibid., 1907-8, p. 91. ⁵Ibid., 1911-12, Table 42.

nurses.¹ In 1925, seventy-two men were bedfast in Jackson County home and had only two men to attend them. A county physician visited intermittently but there were no hospital facilities.² Practically all of the counties have expected the superintendent, with the help of his wife, children and other inmates to care for the sick.³ The following examples illustrate the situation when adequate medical care is lacking, although it is hoped that these instances while actual are exceptional.

In one county an inmate had a face cancer and the county physician recommended surgery. He said that he was not under contract to do surgery, therefore the court should pay for the operation. They disagreed and the operation was not performed, the inmate of course suffering the consequences.⁴

In Dunklin County within a period of seven months there were five deaths, four caused from tuberculosis. At that time there was very inadequate care for the sick and no measures were taken against the spread of tuberculosis to the other inmates.⁵

A small institution could not afford a dietitian, so that the planning, preparing and serving of the food usually depended upon the superintendent's wife or in some cases on the inmates. The description of the food likewise seems to have been based upon personal opinion and was described in such terms as good, fairly good, well fed and poor.⁶ In 1911-12, of the ninety-six almshouses reported, seventy-six were said to serve good food, fifteen fair, two medium and three poor. Ninety-one of these served three meals a day, the other five two, some of them serving

¹Ellwood, op. cit., p. 12.

²State Board of Charities and Corrections, Biennial Report, 1925-26, p. 55.

³Ellwood, op. cit., p. 12.

⁴State Board of Charities and Corrections, Biennial Report, 1915-16, p. 163.

⁵Ibid., p. 160.

⁶Reports made by county boards of visitors or representatives from the State Board describe living conditions in many of the county almshouses. These reports extend from about 1915 to 1927 and are found in the Biennial Reports of the State Board.

three part of the time.¹

The few menus available would indicate that very little thought was given to the food. A day's menu in Macon County includes:²

Breakfast:	coffee cereal bread butter syrup
Dinner:	meat beans potatoes bread butter
Supper:	potatoes tomatoes kraut bread

Other county menus for one meal include:

1) ³	fried potatoes hot biscuits light bread butter sorghum coffee, tea or milk
2) ⁴	bread meat potatoes cabbage butter milk and coffee sugar
3) ⁵	meat gravy potatoes coffee

Since these menus were prepared for company it might be questioned whether the everyday menus were as varied. Butler was one of the few counties where service was mentioned. Here the inmates had individual tables and meals were furnished to each

¹State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

²Ibid., 1917-18, p. 154. ³Ibid., p. 146, Bates County.

⁴Ibid., p. 158, Platte County.

⁵Ibid., p. 149, Daviess County.

inmate on a tray.¹

Evidently clothing was considered of minor importance since only ten counties made reference to it and those references were in quite general terms. Four stated that the inmates were well or very well clothed; two said that they were fairly well clothed; one comfortably clothed, one referred to "plenty of clothing" and two said that the clothing was cleaned.²

Until 1911-12, little is known about sleeping arrangements. At that time fifty-three of the ninety-six counties were reported to have clean beds, sixty-seven, clean bed clothing and most of them were said to provide sheets for the bed; only seven had two sheets on the bed.³ In some of the counties vermin infested beds were found. Mattresses made of straw or shucks were used by some. Several had insufficient bed covering. However others when visited had new mattresses and plenty of bed clothing.

Beds included single and double beds as well as cots and in one case boxes of straw.⁴ Although few reports are available concerning beds and bedding, they do indicate that standards varied in the different counties, some providing adequate sleeping arrangements while others had very low standards such as is illustrated by the county providing boxes of straw instead of beds.

Some of the sleeping rooms were questionable as basement rooms were used by fifty-four inmates in sixteen counties in 1911-12. These included eighteen in Buchanan, ten in Monroe and five in Clinton. The other thirteen counties using basement rooms had not more than three inmates occupying them.⁵

Later Buchanan was very crowded and still using the basement for sleeping quarters. They also used the attic as a ward for the aged men and many of their rooms 10 x 12 were occupied by

¹Ibid., 1911-12, p. 60.

²The clothing reports were obtained from description of living conditions already noted.

³State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

⁴Reports of living conditions by county boards of visitors or representatives from the State Board.

⁵State Board of Charities and Corrections, Biennial Report, 1911-12, Table 42.

four people.¹ Laclede County also had some rooms with four to six persons as occupants. At that time one was occupied by a man, his wife and three old women, one being colored.² Butler had five or six in one bedroom and was using the dining room as a bedroom.³ Twenty-eight counties or more than one-third owning almshouses reported that they were crowded. Definite reports from over half of the counties however stated that they were not crowded. Barry and Clay both had separate rooms for each inmate. Cape Girardeau placed often six single beds in rooms approximately 16 x 16 feet.⁴

The facilities for bathing have been noted and in many cases were not very modern; hence it is not surprising that in 1911-12 none of the ninety-six almshouse superintendents required a daily bath. In two counties semi-weekly baths were taken, fifty-nine had a weekly bath and five others had weekly baths only in the summer. In three others the women bathe weekly but the men did not bathe at all. One had weekly baths in the summer and semi-monthly ones in the winter. Four had semi-monthly baths the year around and one only semi-monthly baths in the summer. Five had no bathing. The other counties had no regular periods; twelve reported irregular periods, three infrequent bathing and one reported that it happened once in a while.⁵ Although bathing is mentioned infrequently in later reports, indications are that baths continued to be on the weekly or semi-monthly program at least in summer.

There is not much information available concerning the activities of the inmates in the almshouses. It would appear that not much attention was given to activities other than eating and sleeping. Life even in the better institutions must have been and probably still is very uneventful. Some of those able to work could occupy their time but more complaints have been made about lack of suitable employment than of overwork. Helping

¹Ibid., 1913-14, p. 62, and State Board of Charities and Corrections, Bulletin, XIII (August, 1919), 5.

²State Board of Charities and Corrections, Biennial Report, 1915-16, p. 143.

³Ibid., p. 137.

⁴Ibid., pp. 139, 151, 157.

⁵Ibid., 1911-12, Table 42.

around the house, gardening, some laundry work, farm work, and caring for the sick appear to be the usual employment provided. Of the ninety counties reporting in 1903, only sixteen required their able-bodied inmates to work. The others made it optional.¹ Not much effort has been made to occupy the time of the large majority who are unable to work. It is not only difficult to find congenial company in such a diversified group but almost impossible to avoid companions who are not actually unpleasant if not dangerous.² The sick and well have been forced to stay together even sometimes in cases where some were the victims of contagious diseases. In most instances the inmates have been protected against physical injury from the violently insane but not always from their cries of agony and the unpleasant sight of their suffering in chains or behind bars. With few exceptions the races have been segregated. In 1911-12, sixty-one counties reported separated accommodations for the colored and no doubt in some of the remaining thirty-five there were no colored inmates. Later reports indicate that in most counties there was separation and that the colored accommodations were even less satisfactory than the ones for whites. The State Board advocated the separation of sexes and in 1911-12, fifty counties were rated as good, three medium, forty-one poor and two with no provisions for separation. Although later reports indicate that the sexes were separated this was not always enforced as is evident by the number of illegitimate children born where both parents were inmates of the almshouse.

Even if congenial company were available very few almshouses provided an ordinary living room for day time use. In 1911-12, sixty-five of the ninety-five almshouses reporting stated that they had no day rooms for inmates, twenty-three provided day rooms for the whites, five for all groups, and two had what they called general day rooms.³ Only two references were

¹Ellwood, op. cit., p. 7.

²At one time the inmates in Mercer County Almshouse were compelled to spend their entire time with two skin cancer patients who were described as being quite disfigured and repulsive looking. See State Board of Charities and Corrections, Biennial Report, 1915-16, p. 135.

³Ibid., 1911-12, Table 42.

found about outside visitors; Adair had no visiting day¹ and Cape Girardeau reported 700 visitors from April 1 to December 31, 1924.² It would appear that the inmates had very few callers. It is quite probable that most of them either did not have friends or relatives or that they were unable to visit them.

The church which has been a very important factor in rural life, satisfying the social as well as the spiritual life in many cases, has to a large extent neglected the almshouse inmate. Since many of the inmates are disabled and most almshouses are not located within walking distance of a church, special services in the institution or special arrangements for taking the inmates to neighborhood churches would be necessary if they are to participate in such services. In 1903, fifty-five of the ninety almshouses had no religious services, twenty-five had occasional services and ten only had regular services. Six of the ten regular services were monthly.³ During a later ten-year period only eight or ten counties referred to church services. Cape Girardeau had chapel service every Sunday.⁴ In Perry County the ministers of the various religious denominations represented in the almshouse visited regularly and the inmates who were able were permitted to attend church services.⁵ Some of the other counties had services once a month or irregularly.

With the exception of the almshouses that have radios, contact with the outside world must be very limited. The idea of making relief unpleasant in order to keep people from taking advantage of it, instead of using case work methods in the intake policies of the almshouses, is illustrated by the practice of denying the privilege of voting to all inmates of almshouses.⁶ Although it is probable that a number of the persons in almshouses are unable to read, those who do, have little opportunity to enjoy

¹Ibid., 1917-18, p. 145.

²Ibid., 1923-24, p. 49.

³Ellwood, op. cit., p. 21.

⁴State Board of Charities and Corrections, Biennial Report, 1923-24, p. 49.

⁵Ibid., 1915-16, p. 147.

⁶The Constitution prohibits any person kept in an almshouse at public expense from voting. See present Constitution of Missouri, Art. 8, sec. 2.

the privilege. In 1903, Jackson County was the only almshouse in the state with a library and this was provided by private donation.¹ In later reports Butler, Clay, Cape Girardeau, Harrison, Johnson and Livingston Counties reported some reading material. Most of it was donated by churches or other private organizations.²

It appears that almshouse superintendents were more fortunate in obtaining radios than in reading material. By 1930, many of the almshouses had radios and victrolas donated by private individuals or organizations.

In 1930, the last rating available on almshouses, of the ninety-nine rated, eighteen were first class, thirty-one second class, twenty third class and thirty fourth class. The first class included those with baths and hospital facilities where the equipment and administration were satisfactory. The second class included the ones with either good administration or good equipment. The third class needed improvement in both equipment and administration. The fourth class needed a new building or a change of administration or both.³ Since the income has decreased and the expenditures increased during the depression years, in many of the counties it is reasonable to assume that the almshouses have not improved in recent years.

The facts reviewed in the preceding pages justify the following statement made in 1928 and it probably still is applicable to the situation:

The majority of the county almshouses in Missouri are bad. They lack trained supervision, nursing, medical care; they afford a miserable existence for the unfortunates who have fallen below the line of self-support. They are neglected by the people and the church. Their inmates are poorly fed and poorly clothed. There is no recreation, no

¹Ellwood, op. cit., p. 21.

²See State Board of Charities and Corrections, Biennial Reports; for Butler, 1911-12, p. 60; for Harrison and Johnson, 1915-16, pp. 162, 166 respectively; for Clay and Livingston, 1917-18, pp. 148, 151 respectively; for Cape Girardeau, 1923-24, p. 49.

³Ibid., 1929-30, p. 48.

reconstruction, no entertainment in the majority of them. They constitute a regretful chapter in our book. Still, the cost of their maintenance is higher than in the best institutions of the state.¹

¹Ibid., 1927-28, p. 63.

CHAPTER V

THE COUNTY-STATE INSTITUTIONAL PROGRAM FOR SPECIAL DEPENDENT CLASSES

Although the county is legally responsible for financing and administering the poor law, the state has, since the middle of the nineteenth century, shared in the financing and administration, for certain classes of the poor by providing institutional care. At the present time the state maintains eleven institutions which provide hospital care for insane and tubercular patients, segregation and training for the feeble-minded and epileptic, elementary, and vocational training for the blind and deaf, temporary care for dependent children and permanent home care of the older war veterans.

A twelfth institution was authorized in 1937 for the hospitalization of patients suffering from cancer and allied diseases. The state also provides a hospitalization program for crippled children in connection with other state institutions.

While all of the institutions have given preference to the poor, when they were unable to take care of all applicants, all but four also accept other applicants.¹

The insane was the first group to receive state institutional care. Provision for the first hospital was made in 1847² and the hospital, located at Fulton, was opened for patients in December, 1849.³ As the population of the state increased three other hospitals were authorized. An act to establish the second one was approved in March, 1872,⁴ and it, located at St. Joseph,

¹The receiving home for children and homes for the ex-war veterans limit their intake to needy individuals. The cancer hospital recently opened limits its intake to the poor. Cancer Commission of the State of Missouri (pamphlet published in St. Louis, 1940), p. 13.

²Missouri Laws, 1847, pp. 60 ff.

³Secretary of State, Official Manual of Missouri, 1933-34, p. 682.

⁴Missouri Laws, 1872, p. 165.

was opened to patients November 9, 1874;¹ the third one, located at Nevada,² and authorized in March of 1885,³ was opened to patients October 17, 1887; the fourth, approved April, 1899,⁴ opened to patients January 9, 1903, is located at Farmington.⁵ These hospitals were first known as lunatic asylums. Because of the stigma attached to this condition, in 1901⁶ the names were changed to State Hospitals for the Insane, and they were distinguished one from the other by being numbered 1, 2, 3, and 4, and two years later the word insane was left off, and since that time they have been officially known as State Hospital No. 1, 2, 3, or 4.⁷

In addition to the private or pay and the county patients provided for by the statute, the hospitals have had some United States government patients and state patients. The United States government patients appear to be insane soldiers for whom the federal government is financially responsible. The state patients are evidently insane convicts who have no county residence and are paid for by the state. The county patients are the poor insane sent to the state institution by the county courts. "County patients" also include the poor insane prisoners, who have county residence, transferred by the governor to the state hospital,⁸ and the poor insane criminals whom the trial court may order to the hospital instead of prison. In 1855, eligibility for county care was based on county residence, and on the applicant if for a

¹Board of Managers, State Eleemosynary Institutions, First Biennial Report, p. 112. The buildings were destroyed by fire January 25, 1879 and the hospital was rebuilt and opened a second time April 1, 1880.

²Ibid., p. 150.

³Missouri Laws, 1885, pp. 31 ff. ⁴Ibid., 1899, p. 241.

⁵Board of Managers, State Eleemosynary Institutions, First Biennial Report, p. 194.

⁶Missouri Laws, 1901, sec. 2, pp. 45, 46.

⁷Ibid., 1903, sec. 2, p. 202.

⁸The governor was authorized to transfer an insane prisoner to the state hospital, but the provision for paying for a poor insane prisoner was not made clear until 1881 when the county of residence was made responsible for his maintenance. See ibid., 1881, sec. 1, p. 123.

person without having a family, and an estate worth less than \$300.00 after payment of debts and excluding such parts as were exempted from execution; or if for a person with a family, having an estate worth less than \$1,000.00 after payment of debts, and allowing support of the family for one year.¹ Later an insane person without a family was eligible if his estate did not exceed the amount allowed from attachment and execution after debts were paid. The head of a family was also granted the exemption of attachment and execution.² All county patients retain the residence of the county first sending them until one year after their regular discharge from the hospital. A private patient can become a county patient if the county court finds that the estate is no longer sufficient to provide for care in the hospital and a county patient can be transferred to the category of pay patients if the county court finds him possessed of sufficient income to enable him to pay for care in the hospital.³

There has been some confusion concerning the responsibilities of the counties with reference to the settlement and finances of the insane. On six different occasions the supreme court has been asked for an interpretation. Four of these cases pertained to settlement. The first one illustrates the laissez faire method on the part of the two county courts concerned. Mr. McKirk was a citizen of Cole County when he entered the Asylum July 15, 1880, and the following month he was by the order of the Cole County Court, made a county patient. On September 23, 1880, he escaped from the asylum, went to Moniteau County and remained there until December 28, 1880, when he killed his brother, who was his guardian. For the offense he was indicted and subsequently acquitted by the Circuit Court of Moniteau County, upon the plea of insanity. It was thought unsafe to permit him to remain at large, and the sheriff of Moniteau County was therefore ordered to keep him in custody, at the expense of the proper county since he was a poor person, until he was removed to the asylum. When the County Courts of Moniteau and Cole Counties refused to make an order for

¹Ibid., 1855, art. V, secs. 5, 6, p. 153.

²Ibid., 1909, sec. 74, p. 592.

³Ibid., 1855, art. V, sec. 8, p. 153; art. III, secs. 16, 17, p. 150.

his removal, the sheriff brought suit against the Cole County Court to compel them to make such an order. The defendant argued that the county where the offense was committed, the case was tried, and the person was acquitted, namely Moniteau County jurisdiction, was the proper county to make the order. The Circuit Court held the views of Cole County but the higher court reversed the decision and the proper county was defined as the one in which the person was a resident and not the one necessarily where the crime was committed, and the person apprehended and tried. In addition to the decision on the residence, the higher court called attention to the fact that it was the duty of the county court to remove a resident insane poor person to a state institution when he had been convicted of a crime, but released to the sheriff, because of insanity, with an order for him to collect costs of keeping until removed to the hospital by the proper county.¹

A similar point on residence was brought out in a later case where William Jones committed a crime, was arrested, indicted and sentenced in Macon County to the penitentiary. He later became insane, was pardoned by the governor and transferred to a state hospital. He did not have any estate and the hospital, therefore, brought suit to collect from Macon County. At the time of his arrest he stated that he was a tramp. The indictment, however, spoke of him as "late of the aforesaid county," meaning Macon. The Supreme Court held that there was no evidence of his being a resident of Macon County as the indictment was merely a form that had no significance in the situation and that actual presence in a county at the time of a crime was not sufficient proof of residence there.

The question of the county court's authority for non-residents was again mentioned. The higher court stated that the Macon County Court had no authority to send to a state hospital and maintain there a person who was not a county resident. This appears to be contradictory to a statement made two years prior²

¹State ex rel Yarnell v. Cole County Court, 80 Missouri 80 (1883).

²See chap. 11 for details of case, Scotland County v. McKee, 168 Missouri 282 (1902).

when it was said that the Scotland County Court had the authority to send an insane non-resident to the state hospital and make any type of contract that it felt necessary. Attention was called in the Scotland County case to the fact that the County Court could use its discretion and grant relief to all persons without regard to residence who might need its assistance. The apparent conflicting statements may be explained on the basis that the county courts do have the authority to care for non-residents in cases where they feel that it is necessary, that is, they are given the privilege of using their discretion. It is evident in the Macon County case that the county court did not care to help Mr. Jones, a non-resident, and since their judgment was not in favor of assistance they had no authority to help him nor could they be forced to do so. The four provisions for maintenance of persons in the insane hospitals at the expense of the county were clarified by the court in the Macon County case. According to their interpretation, these included resident persons adjudged insane and ordered by the County Court to be sent to the hospital at the expense of the county; persons already in the hospital when the County Court certifies them as county patients; persons on trial for crime, acquittal on the ground of insanity, whom the trial court finds dangerous to remain in society and convicts who become insane and are sent to the State Hospital by the governor. For persons acquitted on the ground of insanity the County Court procedure is the same as in the first two classes, except that there is no inquiry on the part of the county as to the person's sanity. They are to find the necessary facts of residence and financial circumstances. An insane convict requires no adjudication by the County Courts of the fact. The governor is authorized to have him committed by a warrant to the sheriff of the proper county or to the warden of the penitentiary.¹

It would not be necessary, however, for a county to pay for an insane person transferred by the governor if the patient had an estate sufficient to support him, as is illustrated in the following case. In 1871, Mr. Canute Farland, a resident of Johnson County, was sent to the penitentiary by the Circuit Court of that county. He was later, when he became insane, transferred by

¹Thomas v. Macon County, 175 Missouri 68 (1903).

the governor to a state hospital. The Johnson County Court later refused to pay for him. As they had made no order for him to become a county patient they thought that they were not liable for his maintenance. The hospital brought suit and the higher court held that it was necessary for the hospital to show residence, insanity, and insolvency before they could collect for maintenance, and that it was not necessary for the county court to find these facts. They referred to the statute of 1881 authorizing the governor to inquire into the facts concerning persons who became insane while serving penitentiary sentences and to order such persons transferred to a state hospital. They concluded that this power was conferred upon the executive to avoid the inconvenience and expense of sending such persons to their respective counties for the purpose of having them declared insane by the county court. Since Mr. Farland was insane prior to 1881 when the act became effective, Johnson County was not required to pay for maintenance as no one there had the authority to transfer a prisoner sentenced to the penitentiary and insane, to a state hospital at the expense of their resident county, even though the governor found him insane and directed his transfer.¹

The two cases in which there were questions of property of the insane poor follow: Ellen Collins was under an order of the Montgomery County Court maintained as a county patient in the state hospital at Fulton from 1880 to the time of her death in 1893. During this time the county paid \$1,826.35 for her support. At the time she was sent to the hospital she owned twenty acres of land in the county worth about \$400.00. There were no debts against this property. Her husband was dead and no guardian was appointed. Her nearest relatives were nieces and nephews. No attempt was made during her lifetime, by the County Court, to use this tract of land to pay for her support but after her death they attempted to obtain reimbursement from the estate. The Supreme Court ruled that the estate could not be attached collaterally after the death of the beneficiary and without an enabling statute the county could not collect from the estate of an insane poor person whom they had maintained in a state hospital, unless an agreement had been made providing for repayment. They called

¹Shields v. Johnson Co., 144 Missouri 176 (1898).

attention to the Missouri law permitting the county to grant aid in the form of necessities to an insane person even though the patient was not entirely without means and presumed that the court had acted correctly in granting Mrs. Collins care in the hospital when her estate was small. They added that there were some instances when the estate of an insane person might be liable for necessities such as the estate of any other person, but this obligation would have to be evidenced by a different intention in furnishing the necessities.¹

Eight years later Chariton County attempted to recover from an estate, expenses paid to the state hospital for the maintenance of Magdalene Miller. Seventeen years after she was committed to the hospital, John T. Hartman was appointed her guardian and he recovered some property belonging to her. The county contended that it was his duty to apply the estate toward their reimbursement and sued when he refused to do this. Since there was no implication or promise to reimburse the county for its expenditures for Miss Miller, the court ruled that the county could not recover from the guardian of a patient when they had voluntarily paid for her maintenance.²

The majority of the patients in the state hospitals have of course been county patients. The admissions during a six year period from January 1, 1923, to December 31, 1928, noted in Table 19, show that only 2,278 or approximately one-fourth were pay patients. The proportion is even smaller for patients present in the hospitals on December 31, 1926. At that time only 691 of the 5,707 patients present or approximately one-tenth were pay patients.³

Although the state established the institutions and has continued to finance the building programs and the management and salaries of employees, it appears that the cost of the poor insane has been the largest item of the poor relief in the county budgets.

¹Montgomery Co. v. Gupton, 139 Missouri 303 (1897).

²Chariton Co. v. Hartman, 190 Missouri 71 (1905).

³Board of Managers, State Eleemosynary Institutions, Third Biennial Report, p. 8. The state and United States government patients were included with the private in both the 25 and 10 per cent estimates.

TABLE 19*

PRIVATE AND COUNTY PATIENTS ADMITTED TO STATE HOSPITALS
FROM JANUARY 1, 1923, TO DECEMBER 31, 1928

Date	No. 1			No. 2			No. 3			No. 4			All Hospitals		
	Pri- vate	Coun- ty	Total	Pri- vate	Coun- ty	Total	Pri- vate	Coun- ty	Total	Pri- vate	Coun- ty	Total	Pri- vate	Coun- ty	Total
1923-24...	163	465	628	361	665	1,026	191	525	716	126	363	489			
1925-26...	198	421	619	270	639	909	257	539	796	126	437	563			
1927-28...	148	511	659	194	804	998	151	673	824	93	588	681			
Total for 6 years...	509	1,397	1,906	825	2,108	2,933	599	1,737	2,336	345	1,398	1,733	2,278	6,630	8,908

*Statistics for this table were obtained from Board of Managers, State Eleemosynary Institutions, Biennial Reports: Second, pp. 30, 96, 163, 164, 217; Third, p. 10; and Fourth, p. 11.

The first act relating to the institution made the counties responsible for the transportation of the county patients.¹ Before the first hospital had been opened very long, the counties were made responsible for the necessary clothing and burial in case of death as well as transportation. In order to be assured of sufficient clothing a minimum list was given in the statute to be sent with the patient; and the steward under the superintendent furnished the needed clothing after the patient was admitted and charged the account to the county of residence.² By 1866, counties were required to pay the cost of maintenance not to exceed \$2.50 a week a patient in addition to transportation to and from the hospital, the actual cost of necessary clothing and burial expenses in case of death in the hospital.³ In 1919, the maximum sum for maintenance was raised to \$18.00 a month a patient.⁴ In 1897, the cost of the poor insane was \$424,377.77, and rated first in county poor relief expenditure.⁵ Some of the counties had had difficulty financing the care of the poor insane before the depression and by 1935 were finding it impossible. In order to relieve this situation the maximum price was reduced from \$18.00 to \$6.00 a month a patient.⁶

The state hospitals have been able to meet the increasing

¹Missouri Laws, 1847, sec. 15, p. 62.

²Ibid., 1855, art. III, sec. 2, p. 147. The list of clothing included for a man, at least two new shirts, a new coat, vest and pantaloons of strong woollen cloth, two pairs of woollen socks, a black stock or cravat, a good hat or cap, a pair of new shoes or boots, and a comfortable outside garment; for a woman, shoes, stockings, flannel petticoat, two good dresses, a cloak or outside garment and underwear. Other comfortable clothing in sufficient quantities could be substituted in case the patient was so disturbed he could not be dressed in street clothing. The same list of clothing still remained in the last revised statutes. See Revised Statutes, 1929, II, chap. 46, art. 2, sec. 8637, p. 2408.

³Revised Statutes, 1866, chap. 56, sec. 25, p. 308.

⁴Missouri Laws, 1919, sec. 1411, p. 182.

⁵See Table 33, chap. vii.

⁶The cost of clothing, transportation and burial are still in addition as in previous statute. See Missouri Laws, 1935, sec. 8636, p. 388.

demand for admissions better than some of the other state institutions, although they have been crowded much of the time and there have been instances when the counties were forced to make other arrangements.¹ In 1930, the normal capacity of the four hospitals was 4,979.² On December 31, 1934, 7,003 were present in the four hospitals and 369 more were enrolled but not in the institution at the time.³ During the next four years or by December 31, 1938, the enrollment had increased 1,709 or to a total of 9,081.⁴ A building program made possible during 1937 and 1938 by a bond issue and federal aid through the Public Works Administration and the Works Progress Administration increased the hospital facilities so that a larger number could be cared for.⁵

Although the counties have kept the insane in the almshouses and in some cases have had separate buildings for them, St. Louis City appears to be the only local unit that has really maintained a hospital out of public funds.⁶ This institution, built in 1869,⁷ was formerly known as the St. Louis Insane Asylum but the name was changed later to the St. Louis City Sanitarium. It is a municipally owned and managed institution and is primarily

¹When hospital No. 2 was destroyed by fire, some of the counties had to make other arrangements for some of the insane.

²No. 1 had capacity for 1,465; No. 2, 1,726; No. 3, 1,144; No. 4, 644. At the time the estimate was made, the four hospitals were caring for 7,113. See Board of Managers, State Eleemosynary Institutions, Fifth Biennial Report, p. 13.

³Board of Managers, State Eleemosynary Institutions, Seventh Biennial Report, p. 13.

⁴Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, p. 9.

⁵Ibid., pp. 5, 6.

⁶In 1889, county courts in counties with a population of 100,000 or more were authorized to purchase not exceeding eighty acres and to build and maintain an insane asylum. The county court was to have general administration over these institutions and were required to keep all resident poor insane persons in them. See Missouri Laws, 1889, p. 80. This act was repealed later.

⁷"Official Welfare Services in Missouri, 1821-1936" (Jefferson City, Missouri Association for Social Welfare), p. 17. (Typewritten.)

for the care of poor insane persons resident in St. Louis City.¹

There were 467 patients in the hospital on January 1, 1897, and 565 November 20, 1898. At the close of the fiscal year April 1, 1898, there were thirty-three pay patients and eighteen St. Louis County patients.² On January 1, 1900, there were 643 patients³ and by 1901, the hospital built for 240 persons was accommodating nearly 700 patients. At that time there was a ward in the cellar and many patients were sleeping on cots placed in halls or mattresses placed on the floor.⁴

In November of 1904, 100 patients were transferred to State Hospital No. 4.⁵ The need of additional facilities was so great that by 1907 in addition to approximately 700 in the insane hospital there were about 900 in the insane department of the almshouse. In 1909, additional buildings to accommodate about 1,500 were contracted for and plans were being made for another building to be used as a receiving hall and for disturbed patients.⁶ The population figures in Table 20 indicate that those buildings were completed.

Even though the hospital was under municipal management it received some state appropriations before 1900. These seem to have been usually made for the support of state patients who were not residents of St. Louis at the date of application. In 1897, \$30,000 was appropriated to the hospital for the care of state patients.⁷ From 1900 to 1931, the state evidently made no appropriation for the hospital.⁸ In 1931, the partial state support for inmates of insane hospitals maintained by cities or counties at the rate of \$8.00 per month per capita was provided

¹A few pay patients have been admitted. State Board of Charities and Corrections, Biennial Report, 1905-6, p. 23.

²Ibid., 1899, p. 9.

³Ibid., 1901, p. 41.

⁴Shepley, op. cit., p. 21.

⁵State Board of Charities and Corrections, Biennial Report, 1905-6, p. 23.

⁶Ibid., 1907-8, pp. 21-22. ⁷Ibid., 1899, p. 9.

⁸Several of the Biennial Reports of the State Board of Charities and Corrections mention the hospital as being supported entirely by city funds.

TABLE 20*
NUMBER OF PATIENTS IN
ST. LOUIS CITY SANITARIUM

Date	Number
January 1, 1909	673
January 1, 1910	647
January 1, 1911	1,326
January 1, 1912	1,868
April 1, 1912	1,936
April 1, 1913	1,990
April 1, 1914	2,006
April 1, 1915	2,087
April 1, 1916	2,244
April 1, 1917	2,356

*Statistics taken from State
Board of Charities and Corrections,
Biennial Report, 1909-10, p. 116;
1911-12, p. 109; 1913-14, p. 110;
1914-15, p. 233; 1917-18, p. 219.

for. To receive this aid a hospital must be properly equipped, the equipment to be approved by the Board of Managers for the state hospitals.¹

The Missouri School for the Deaf located at Fulton, whose establishment was authorized in 1851,² was opened to students in the fall of that year.³ It and the Missouri School for the Blind, located in St. Louis and maintained by the state since 1855⁴ have always been primarily educational institutions and since 1921 have been so classified officially.⁵ Before that time they were classified in the eleemosynary group but their only points of interest here are the provisions pertaining to the education of the poor children who were deaf or blind. The state has furnished to all blind and deaf children, free instruction,

¹Missouri Laws, 1931, p. 221.

²Ibid., 1850-51, sec. 1, p. 221.

³Secretary of State, Official Manual of the State of Missouri, 1905-6, p. 181.

⁴Ibid., p. 176, and Missouri Laws, 1855, pp. 8-9.

⁵Missouri Laws, 1921, sec. 1, p. 645.

together with board and room during the school year.¹ As early as 1889 the county court could order a child who was poor and deaf and dumb sent to the state school at the cost of the county.² It is not clear just what expenses the county was to pay, but it was evidently not maintenance, for as late as 1893, the statement was made that the school was the most expensive charity maintained by the state and that there was no reason why the counties should not pay for maintenance as they did in the case of the insane.³ By 1899, the steward could send a bill not exceeding \$40.00 per year to the county for each poor child. This amount covered suitable clothing and traveling expenses.⁴ In 1919, the Juvenile Division of the Circuit Courts was authorized, when satisfactory evidence was presented, to send a poor deaf child to the school and the County Court had to pay necessary expenses, not to exceed \$60.00 per year.⁵ When in 1851 the state assumed partial responsibility for the blind school, admission was free to the poor blind resident children when they were certified by the County Court, providing the court paid the expenses of transportation.⁶ In 1874, the county was made responsible for clothing in addition to the transportation of the poor students and the cost of their return from the institution was specially

¹The state had assumed responsibility for tuition for Missouri deaf and blind children in adjoining state and private institutions before 1851. In some cases the tuition was limited to needy children, at other times nothing was said concerning the financial circumstances. See ibid., 1836-38, second part or 1838 statutes, pp. 37, 38, 213, 214, 334; 1847, pp. 48, 49; 1849, p. 48; 1850-51, pp. 59, 60, and Secretary of State, Official Manual of the State of Missouri, 1905-6, p. 176.

²Revised Statutes, 1889, II, sec. 5712, p. 1353.

³A statement made by Governor David Francis, in a message to the General Assembly in 1893. See Messages and Proclamations, Governors of the State of Missouri (Columbia: State Historical Society of Missouri, 1926), VII, 293.

⁴Revised Statutes, 1899, II, sec. 7736, p. 1804.

⁵Missouri Laws, 1919, sec. 1495, p. 195.

⁶Revised Statutes, 1856, I, chap. ix, secs. 13, 14, 15, p. 213, and Missouri Laws, 1850-51, sec. 5, p. 60.

mentioned.¹ When after 1917 the law was amended the County Court continued to be responsible for the expenses as previously mentioned of the poor children.² Although the early acts gave preference in both schools to poor children in case all applicants could not be accommodated, statistics are not available as to the number of children admitted whose parents were unable to furnish clothing and transportation. The cost to the counties of the deaf and blind noted in the 1897 survey was evidently for expenditures incurred in sending poor children to these state schools.³

While there is no state institution providing for all groups of aged poor people, the Federal and Confederate homes have provided care for the older poor war veteran and his wife or widow. These homes were established by private groups especially interested in the welfare of the ex-service man and his family. Those who established these institutions found it difficult to maintain them after the initial cost of the property had been met and offered to deed the property to the state for a nominal sum if the state would agree to maintain them for poor veterans.⁴ In 1897, the state accepted responsibility for both homes and has continued to make appropriations for them ever since. There has been no provision by the state for the transportation of the applicants so that in case the applicant is unable to, relatives, friends or the county courts have to meet their cost.⁵ In both homes admission has been limited to indigent veterans of sound mind unable to earn their living by manual labor. The Confederate home received only those who had had honorable service from the Confederate army or navy and those disabled in the Missouri State Guard in 1861-62, and their wives, widows and generally children under fourteen. At first the resident requirement called for one year prior to January 1, 1894⁶

¹Missouri Laws, 1874, sec. 3, p. 177.

²Ibid., 1917, sec. 1482, p. 192.

³See Table 33, chap. vii.

⁴Secretary of State, Official Manual of the State of Missouri, 1933-34, pp. 709 ff.

⁵Missouri Laws, 1897, pp. 26 ff.

⁶By special permission, children over fourteen might be

but later it was changed to two years prior to making application.¹ For admission to the Federal home at first, only persons who had served in the United States Army including war nurses, and the aged wives and widows of soldiers were eligible.² Later any honorably discharged soldier or sailor of the United States Army or Navy, over fifty years of age, who had resided in the state for two years prior to application and was unable to earn a living was eligible. The widow or wife of such a person is also eligible for care if she has been a resident of the state two years prior to the application and is over fifty years of age if a wife, and over sixty if a widow.³

In 1939, an amendment made honorably discharged sailors and soldiers who were indigent and citizens of Missouri eligible for care in the Federal home and also included their aged mothers, wives, widows and Army nurses.⁴

The Confederate home, located on a three hundred acre tract of land near Higginsville, was opened in 1888. Up to September of 1918, 900 persons had enrolled. Of this number 550 had died while enrolled.⁵ In 1900, there were approximately 150 in the home,⁶ and by 1905 approximately 250.⁷ There was a gradual increase in the population until 1915 and during the peak years of 1911 and 1912, the population was between three and four hundred.⁸ During the early years there were relatively few women, the number ranging from twenty to fifty. In later years the percentage of women has increased and in 1938 there were eighteen

admitted. Secretary of State, Official Manual of the State of Missouri, 1897-98, p. 176.

¹Ibid., 1901-2, p. 184.

²Missouri Laws, 1897, sec. 5, p. 30.

³Secretary of State, Official Manual of the State of Missouri, 1927-28, p. 548.

⁴Missouri Laws, 1939, p. 747.

⁵State Board of Charities and Corrections, Biennial Report, 1917-18, p. 104.

⁶Ibid., 1899-1900, p. 47. ⁷Ibid., 1905-6, p. 33.

⁸Ibid., 1911-12, p. 124.

men and thirty-three women listed as members of the home.¹ A memorial park of ninety-one acres, authorized in 1925,² has been created³ and it will be necessary in a few years for the rest of the grounds to be included in the park or used for some other purpose.

The Federal home located on fifty-nine acres of land near St. James was opened June 25, 1897, and had enrolled from the beginning until September, 1918, 1,503 inmates. The number of deaths during the time was 400.⁴ During the earlier period, the population was approximately the same as that of the Confederate home but the Spanish American and World War veterans have increased the population during the later years. In 1938, there were 217 enrolled.⁵ The percentage of women has been larger in this institution than in the Confederate home there being from forty to one hundred during the early years.⁶ In 1938, there were 112 women and 105 men listed. This census showed the average age of the Civil War men to be ninety-two years; of the Spanish American War, sixty-two years; and the World War veterans, fifty-six. The average age of the wives and widows of the Civil War veterans was seventy-eight, and of the Spanish American, sixty-two.⁷

Although both the Federal and Confederate homes limit their intake to needy individuals, the residents do have voting privileges which are denied the almshouse inmates. This question was brought to the attention of the supreme court when Mr. Hale,

¹Secretary of State, Official Manual of State of Missouri, 1937-38, p. 668.

²Missouri Laws, 1925, sec. 2, pp. 136-37.

³Secretary of State, Official Manual of State of Missouri, 1933-34, p. 711.

⁴State Board of Charities and Corrections, Biennial Report, 1917-18, p. 105.

⁵Secretary of State, Official Manual of State of Missouri, 1937-38, p. 666.

⁶See early Biennial Reports of State Board of Charities and Corrections.

⁷Secretary of State, Official Manual of State of Missouri, 1937-38, p. 666.

a candidate for Collector of Phelps County, challenged the votes of the inmates of the Federal Soldiers' Home when a number of them voted for his opponent, Mr. Stimson. He contended that they could not legally vote because the Constitution of 1875 excludes not only almshouse inmates but also any person kept at public expense in an asylum or confined in a public prison.¹ The Supreme Court ruled that the inmates of the home could vote in the county elections if they intended to establish residence there. They reasoned that the Federal Soldiers' Home was not a poor house or an asylum even though it was classified by the state as an eleemosynary institution.² The public has usually demanded more consideration for inmates of Veterans' Homes than for inmates of Almshouses and evidently there was fear that a reverse decision might be given later so in order to avoid further embarrassing circumstances a constitutional amendment was approved in 1924 which specifically gave the occupants of the two homes a right to vote providing they met other voting requirements.³

The indigent feeble-minded and epileptic persons except for a few who were cared for in the state hospitals, were entirely the responsibility of the counties, until 1899 when the General Assembly appropriated \$30,000.00 to establish a state colony for them.⁴ The state accepted a donation of 288 acres, formerly the Saline county fairgrounds, from the city of Marshall and planned a cottage type of institution which when completed would accommodate about 1,000 patients.⁵ Although the first buildings were opened for patients in 1900⁶ the original building plans were not completed for some years afterwards. This institution was first

¹Missouri Constitution, art. 8, secs. 7 and 8; see constitution effective before 1924.

²Hale v. Stimson, 198 Missouri 134 (1906).

³Missouri Constitution, art. 8, sec. 2.

⁴Missouri Laws, 1899, sec. 16, p. 236, and State Board of Charities and Corrections, Biennial Report, 1899-1900, p. 12.

⁵Secretary of State, Official Manual of State of Missouri, 1933-34, p. 700.

⁶Board of Managers, State Eleemosynary Institutions, Seventh Biennial Report, 1933-34, p. 313.

spoken of as the Colony for the feeble-minded and epileptic¹ but in 1925 the name was changed to the Missouri State School.²

The poor who are inmates are known as state patients. They have to be residents of the state and certified by their resident county courts.³ The age limits were in 1909, between five and forty-five years.⁴ In general, those over forty or forty-five have not been admitted. Since 1919, counties have been required to pay \$5.00 per month for each state patient and this was made retroactive in so far as to include the patients in the institution at the time who had been certified by the county courts.⁵

The state has not completed the buildings rapidly enough to meet the demand hence the number of admissions or number in the institution does not indicate the need for care in the state but only the number that could be taken care of. Three years after the institution was opened there were 126 patients with no room for other applicants.⁶ By 1905, there was room for 250 but applications for "hundreds more." It was stated that if they had room for 1,000 the institution would be full as soon as transportation could be obtained.⁷ The waiting list continued to lengthen until 1927-28 when more buildings were completed, and the entire waiting list was investigated, and those eligible were accepted.⁸ Two years afterwards, however, the institution was so crowded that some of the patients were sleeping on mattresses on the floor.⁹ During 1931 and 1932, they were able to accept all

¹Missouri Laws, 1899, sec. 1, p. 232.

²Ibid., 1925, sec. 12380, p. 134.

³Ibid., 1899, sec. 12, p. 235.

⁴State Board of Charities and Corrections, Biennial Report, 1907-8, p. 27.

⁵Missouri Laws, 1919, sec. 1508, p. 185.

⁶State Board of Charities and Corrections, Biennial Report, 1901-2, p. 18.

⁷Ibid., 1903-4, p. 24.

⁸Board of Managers, State Eleemosynary Institutions, Fourth Biennial Report, 1927-28, p. 181.

⁹Board of Managers, State Eleemosynary Institutions, Fifth Biennial Report, 1929-30, p. 261.

eligible applicants but they were still overcrowded and still had patients sleeping on the floor.¹ On December 31, 1934, there were 1,161 in the institution, possibly a few on parole and 295 applications filed by persons who could not be admitted until more space was made available.² During the years 1937 and 1938 four new buildings were completed increasing the capacity 520. December 31, 1938, the enrollment was 1,479. Two of the new buildings with a combined capacity of 240 were designated for colored children. This was the first provision for the care of colored patients in the institution and December 31, 1938, fifty-four had been admitted.³

A large majority of the patients have been state patients as they were given preference over private patients when the institution was crowded.⁴ From Table 21 it can be seen that the

TABLE 21*

COUNTY AND PRIVATE PATIENTS ADMITTED TO MISSOURI STATE
SCHOOL FROM JANUARY 1, 1927, TO DECEMBER 31, 1932

Biennium	Total	County	Private
1927-28.....	231	216	15
1929-30.....	326	311	15
1931-32.....	158	153	5
Total.....	715	680	35

*Statistics for Table 21 taken from Board of Managers, State Eleemosynary Institutions, Fourth Biennial Report, p. 11; Fifth Biennial Report, p. 266; and Sixth Biennial Report, p. 294.

¹Board of Managers, State Eleemosynary Institutions, Sixth Biennial Report, 1931-32, pp. 289, 291.

²Board of Managers, State Eleemosynary Institutions, Seventh Biennial Report, 1933-34, pp. 13, 305.

³Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, 1937-38, pp. 9, 357, 358, 363.

⁴Missouri Laws, 1899, sec. 14, p. 235. When there were more state patients than the institution could accommodate the board of managers were authorized to apportion the number for each county in ratio to its dependent feeble-minded and epileptic population, as shown by the statistics of the state.

admissions for a six-year period when all of the eligible ones were admitted, that only thirty-five, or 4.8 per cent, were pay patients at that time. Of the 1,479 enrolled December 31, 1938, only 44 were pay patients.¹

Although the colony was created to serve both feeble-minded and epileptic patients indications are that the population has largely been composed of feeble-minded patients. The latter part of 1922, there were 155 epileptics in the colony and 445 at the various hospitals for the insane.² During the six-year period from January 1, 1927, to December 31, 1932, 206, or 28.8 per cent, of the admissions were epileptic.³

Poor persons suffering from tuberculosis were the next group to receive consideration by the state. In 1905, the General Assembly approved an act creating a Sanatorium for the treatment of incipient tubercular patients and appropriated \$50,000.00 to start the work.⁴ The Sanatorium, located on a 200 acre tract near Mt. Vernon, donated to the state by citizens of that community, was opened for the reception of patients August 1, 1907.⁵

County patients applied to the County Court, and when placed on the admission list, were given a free examination by the nearest examining physician of the Sanatorium. If admitted, the financial arrangement between the state and county was very much the same as that of the county insane patients. For the tubercular patient, the county paid for the transportation and for the care and treatment of the patient not to exceed \$5.00 per week.⁶ In 1919, the maximum was raised to \$7.50 per week,⁷ but

¹Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, 1937-38, p. 363.

²Board of Managers, State Eleemosynary Institutions, First Biennial Report, p. 21.

³Board of Managers, State Eleemosynary Institutions, Fourth Biennial Report, p. 186; Fifth Biennial Report, p. 266; and Sixth Biennial Report, p. 294.

⁴Missouri Laws, 1905, pp. 292 ff.

⁵Secretary of State, Official Manual of State of Missouri, 1907-8, p. 275.

⁶Missouri Laws, 1907, secs. 14, 15, pp. 309-10.

⁷Ibid., 1919, sec. 1466, p. 196.

in 1935 when the rates for the insane were reduced, the rate for tubercular patients was also reduced to a maximum of \$7.50 per month which was to include examination, care, clothing and treatment. Transportation as before was to be provided by the county.¹ Private patients could apply directly to the superintendent of the Sanatorium but county patients were given preference in case there were more applicants than could be accommodated.²

Although, in order to take care of the growing needs of the institution, the scheme of architecture for the Sanatorium was arranged so that one dormitory or "villa" could be erected at a time, the buildings, like those of the state school, have not been completed fast enough to take care of the demand. There was no provision to care for colored patients until 1928 when Baker's Villa was completed. In 1934, there were accommodations for 176 white women, 110 white men, 74 white children, 12 colored women, and 12 colored men or a total of 384.³ During the recent years the Sanatorium, like the state hospitals, has benefited in the building program made possible by the bond issue and federal aid. By January 1, 1937, the capacity had been increased to 505 and by January 1, 1939, to 690.⁴

In addition to increasing the capacity other attempts have been made to decrease the waiting list. In January, 1927, a ruling was put into effect that no patient could remain longer than one year except by special recommendation and then not longer than eighteen months. During the next two years there was not a large waiting list as the turnover was rapid. An effort was made to develop an educational program so that the patient could complete his recovery in his home.⁵ Since most of the patients were poor

¹Ibid., 1935, sec. 8687, p. 389.

²Ibid., 1907, sec. 16, p. 310. In 1937, the method of application for county patients was revised. The patient presented a statement from his physician concerning his status of health instead of submitting to an examination by a designated physician as previously required. See ibid., 1937, p. 512.

³Secretary of State, Official Manual of State of Missouri, 1933-34, pp. 702, 703.

⁴Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, 1937-38, pp. 375, 376, 378.

⁵Board of Managers, State Eleemosynary Institutions, Fourth Biennial Report, pp. 199, 200.

and the counties in general gave very inadequate relief, the success of such a program would be very problematical. Evidently it is not enforced at present as discharge statistics show patients remaining longer than eighteen months both during 1937 and 1938.¹ Attention is called to the fact, however, that patients have been dismissed during recent years before the disease was arrested because of the urgent cases on the waiting list. It was indicated that arrangements were made with the family under the supervision of the family physician to carry on treatment in the home.² During 1937 and 1938, the demand for sanatorium beds has been greater than before. There has been a waiting list, the minimum list being 100 and the peak of 550 was reached just before one of the new buildings was opened in February, 1938. The seriousness of a tuberculosis waiting list is indicated in the fact that when the new building was opened and more could be admitted, 100 had already died and many others had advanced to the stage where they could not be helped. In addition all on the waiting list were exposing members of their household and community to tuberculosis. On January 1, 1939, the waiting list included about 200.³

For some time an attempt was made to admit, as provided by the law, only cases in the incipient stage but some others were admitted due in part to diagnoses and to the fact that patients in the incipient stages had to wait for admission until the disease became more advanced.⁴ In 1938, however, 78 per cent of the patients admitted were far advanced and 91 per cent were beyond the minimal stages.⁵

The first year, twenty were admitted and in 1908, 115.⁶ By 1914, the number had increased to 296⁷ and during the next two

¹Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, pp. 396, 397.

²Ibid., pp. 377, 378. ³Ibid., p. 378.

⁴Board of Managers, State Eleemosynary Institutions, Third Biennial Report, p. 205.

⁵Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, p. 379.

⁶State Board of Charities and Corrections, Biennial Report, 1907-8, p. 25.

⁷Ibid., 1913-14, p. 123.

years there were on the average 350 admissions each year.¹ From January 1, 1927, to December 31, 1932, every county was represented in the admissions although the number from each was generally small. From Table 22 it can be seen that only a few counties had thirty or more admissions during a two-year period. By 1937, admissions had increased to 436 and during the next year they almost doubled, there being 858 during 1938.²

TABLE 22*

COUNTIES HAVING THIRTY OR MORE ADMISSIONS TO
MISSOURI STATE SANATORIUM DURING
BIENNIUM PERIODS

Biennium 1927-28		Biennium 1929-30		Biennium 1931-32	
Jackson	178	Jackson	176	Jackson	128
St.Louis City	100	St.Louis City	139	St.Louis City	118
Greene	94	Greene	90	Greene	89
Jasper	40	Cape Girardeau	47	Jasper	34
Newton	32	Jasper	44		
		Dunklin	38		
St.Louis County	30				
Buchanan	30				

*See Board of Managers, State Eleemosynary Institutions, Fourth, Fifth, and Sixth Biennial Reports, pp. 212, 318, and 349 respectively.

As might be expected, the proportion of private patients has been small. Of the 367 patients in the institution on December 31, 1930, only six were private.³ Six hundred and seventy-four patients were admitted during the biennial period of 1923-24, and only eighty-eight or 13 per cent were pay patients.⁴ During a later six-year period, as can be seen from Table 23,

¹Ibid., 1915-16, p. 68.

²Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, p. 381.

³Board of Managers, State Eleemosynary Institutions, Fifth Biennial Report, p. 299.

⁴Board of Managers, State Eleemosynary Institutions, Second Biennial Report, p. 301.

TABLE 23*

COUNTY AND PRIVATE PATIENTS ADMITTED TO
MISSOURI STATE SANATORIUM
FROM JANUARY 1, 1929, TO DECEMBER 31, 1934

Dates of Admission	Total	County Patient	Pay Patient
January 1, 1929- December 31, 1930	1,142	1,092	50
1931.....	501	486	15
1932.....	466	442	24
1933.....	466	446	20
1934.....	535	518	17
Total.....	3,110	2,984	126

*Board of Managers, State Eleemosynary Institutions, Fifth, Sixth, and Seventh Biennial Reports, pp. 300, 331, and 327 respectively.

only 4 per cent of those admitted were pay patients. The per cent has continued to decrease. While 1,294 patients were admitted in 1937 and 1938, only sixteen, or slightly more than 1 per cent, were private patients.¹

It has been noted that the State Sanatorium was established for patients with incipient tuberculosis and, therefore, did not meet the need of a number of cases of tuberculosis in an advanced stage. In order to help meet this need, the counties were authorized in 1915 to erect hospitals for the care of county residents with tuberculosis in a relatively advanced stage, the state to reimburse them \$5.00 per week for the support of each charity patient.² In 1925, the state contribution was raised to \$12.50 per week for each patient and such hospitals were authorized to receive patients from other counties, providing the county paid the difference between \$12.50 per week and the actual cost of the care and support of such persons, the total cost not to exceed the per capita cost for care and support of patients

¹Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, p. 381.

²Missouri Laws, 1915, pp. 201 ff.

in the state sanatorium.¹ In 1925, the Board of Managers of the State Eleemosynary Institutions were authorized, if the county court wished them to, to purchase any county tuberculosis hospital organized under the Act of 1915 and operated for more than five years at the consideration of \$1.00.²

Jasper County took advantage of this Act and opened such a hospital in August, 1918.³ It can be observed from Table 24

TABLE 24*

NUMBER OF PATIENTS ADMITTED AND STATE AID RECEIVED
BY JASPER COUNTY TUBERCULOSIS HOSPITAL

Year	State Aid	Number of Patients
1918.....	\$.....	143
1919.....	14,293.44	191
1920.....	16,130.67	274
1921.....	17,662.09	169
1922.....	18,233.54	155
1923.....	17,858.59	164
1924.....	19,550.68	167
1925.....	30,403.90	134
1926.....	40,570.97	152
1927.....	47,762.63	131
1928.....	27,204.84	83
1929.....	40,644.65	91
1930.....	44,023.87	100
1931.....	54,965.44	110
1932.....	44,083.92	75
1933.....	43,395.54	81
1934.....	44,761.00	85
1935.....	45,909.25	99
1936.....	50,950.38	116

*Secretary of State, Official Manual of State of Missouri, 1933-34, p. 879.

¹Ibid., 1925, sec. 1, pp. 131 ff. In 1939, tuberculosis hospitals owned and operated by cities under special charters were authorized to care for charity patients on the same basis as the county hospitals, and an appropriation was made for the Leeds Tuberculosis Hospital, Kansas City, and St. Louis Tuberculosis Hospital. Ibid., 1939, pp. 135, 136, 421.

²Ibid., 1925, sec. 12597-A, pp. 132, 133.

³Secretary of State, Official Manual of State of Missouri, 1921-22, p. 809.

that a number of charity patients have been cared for as indicated in the amount of state aid received.

Crippled children were the next physically handicapped group to receive state aid. In 1927, the county courts were authorized to send any poor child, whose parent or guardian consented, to the State University Hospital for free surgical, medical and hospital care, providing the patient was suffering from a deformity or illness as a result of such deformity that could be remedied by treatment. The state paid for everything except the \$5.00 allowed the physician appointed by the county court to make the examination and report upon the advisability of sending the child. This fee is paid from the county revenue.¹

Additional facilities were provided in 1939 when the Board of Managers of the Confederate Soldiers Home were authorized to set aside a portion of the Confederate Home for hospitalization and care of crippled children. This portion of the Home will be under the jurisdiction of the Board of Curators of the University of Missouri.²

In 1921, the State Board of Charities and Corrections were authorized to select a site for a temporary receiving home for dependent and neglected children.³ This authorization was preceded by the establishment in 1913 of the Children's Bureau, an administrative department in the State Board of Charities and Corrections. This Bureau was authorized to place in foster homes dependent and neglected children referred to them by the county or juvenile court who were physically and mentally fit. The State Board did not have to accept the child for placement if they thought that it could be better cared for in some other way; and, if they did accept the child the county was required to pay

¹Missouri Laws, 1927, pp. 273 ff. In 1937, the county court was authorized to send children to any other hospital in the state as well as the University hospital provided the hospital was approved by the Board of Curators of the University of Missouri. The Board of Curators were also authorized to appoint an Advisory Committee to help with the selection of suitable hospitals. See ibid., 1937, pp. 198 ff.

²Ibid., 1939, p. 748.

³An Act establishing a state home for neglected, ill-treated and homeless children. Ibid., 1921, pp. 89 ff.

the expenses of the agent in receiving and placing the child and those of the child, plus expenses of replacements in free homes and the board for the child if placed in a boarding home or institution.¹ Although the Act was approved in 1913, the appropriations were until 1921 insufficient to establish a separate department and it was placed on a workable basis only in 1923.²

The building program for the receiving home was delayed also because of inadequate funds³ and the second cottage intended for girls was opened only in 1927. The home was located on forty acres near Carrollton and when the second building was completed it could accommodate forty boys and fifty girls.⁴

Since the state made no appropriations to cover the cost of the children's board in foster homes, the counties were relieved only of the children who were placeable in free foster homes.⁵ The first children were accepted the latter part of 1920 and from that date to December 31, 1934, 1,245 children had been committed and ninety-eight of the 115 local units had committed each one or more children to the bureau.⁶

In 1933, the State Board of Charities and Corrections was abolished and the Children's Bureau and the receiving home were then placed under the control of the State Board of Managers of

¹Ibid., 1913, sec. 1317C, pp. 131, 132.

²State Board of Charities and Corrections, Biennial Report, 1927-28, p. 34.

³Ibid., 1923-24, p. 9.

⁴Secretary of State, Official Manual of State of Missouri, 1927-28, p. 689. A later report states that the normal capacity is seventy-seven. See State Social Security Commission, Aiding Needy Persons in Missouri (June, 1939), p. 31.

⁵The Juvenile Courts in the counties where the children were residents were designated as the agents to commit children to the home, provided they were under seventeen years of age and of sound mind. In case all applicants could not be accommodated the State Board was to give preference to the younger children and the ones in greatest need. They were also to consider the number of such children in the county and its population and to make a division among the various counties as justly as possible. See Missouri Laws, 1921, secs. 7, 8, p. 91.

⁶Board of Managers, State Eleemosynary Institutions, Seventh Biennial Report, p. 371.

eleemosynary institutions.¹ This arrangement was in effect only four years. In 1937, when the State Social Security Commission was created² it was authorized to administer or supervise all child welfare activities.³ The Commission assumed responsibility for these activities July 1, 1937, and immediately created a Division of Child Welfare. In addition to the program of the receiving home and foster care for state wards, this division has responsibility for licensing and inspecting child caring agencies and institutions, supervising juvenile probation, and administering child welfare services.⁴ During 1937 and 1938, eighty-four new children were placed in the receiving home and the number of children supervised by the foster care department ranged from 444 in March of 1937 to 473 in July of 1937.⁵

Provision for the establishment of the most recent eleemosynary institution was made in 1937 when the governor was authorized with the advice and consent of the Senate to appoint a commission of four members with the duty to establish a State Hospital for the treatment of cancer and allied diseases.⁶ The Commission is empowered to formulate the rules for the hospital, appoint the general medical staff and with the consent and advice of the governor, appoint an administrator and fixed compensation for the staff.⁷ The administrator appoints the remaining staff members and has charge of the operation of the cancer hospital.

¹Missouri Laws, 1933, p. 189.

²See chap. vi for organization details of Social Security Commission.

³This was to include importation of children, licensing and supervising of child caring agencies and institutions except those conducted by a well known religious order, the operation of state institutions for children and the supervision of juvenile probation. See Missouri Laws, 1937, sec. 4, p. 470.

⁴State Social Security Commission, First Biennial Report, 1937-38, pp. 6, 7.

⁵Ibid., pp. 12, 13.

⁶An Act creating a State Cancer Commission to establish the State Cancer Hospital for the treatment of cancer and allied diseases. Missouri Laws, 1937, p. 495.

⁷The Commission is also empowered to establish cancer clinics in larger cities of the state on request of local medical societies. Ibid., sec. 13, p. 499.

The hospital is to be primarily designed for the care and treatment of state residents who are indigent and suffering from cancer. Provisions for the admission to the hospital are similar to those of the other state hospitals. An indigent person must apply to the county court where he has legal residence and then have an examination by a physician. If he is suffering from cancer and is indigent the application is then sent to the administrator of the hospital. The county pays the cost of maintenance and supplies not to exceed \$5.00 a month a patient. In addition they pay for the clothing, removal to and from the hospital and, in case of death, burial expenses not to exceed \$50.00.¹

The Cancer Commission held their organization meeting in September, 1937, and some two months afterward selected Columbia as the site for the hospital.² The hospital, an eighty-five bed institution, was opened on May 1, 1940.³

Missouri is one of the few states with this type of eleemosynary institution. The Act providing for the hospital was patterned after the plan in operation in Massachusetts.⁴

The first ten state eleemosynary institutions were managed by separate boards of trustees appointed by the governor usually with the consent of the Senate. These boards were composed of from five to nine members, serving usually from four to six-year terms, with term staggered. Traveling expenses and sometimes a small fee were the only expenditures allowed.⁵ In 1889, an

¹Missouri Laws, 1937, sec. 14, p. 500.

²Secretary of State, Official Manual of State of Missouri, 1937-38, pp. 793, 795.

³Statement made in a letter from Cancer Commission.

⁴Secretary of State, Official Manual of State of Missouri, 1937-38, p. 795.

⁵For detailed information see:

For Hospital No. 1: Missouri Laws, 1850-51, pp. 220 ff.; 1855, p. 143.

School for Deaf: Ibid., 1851, pp. 211 ff.; Revised Statutes, 1856, I, chap. x, pp. 214 ff.

School for Blind: Revised Statutes, 1856, I, chap. ix, pp. 211 ff.

Hospital No. 2: Missouri Laws, 1874, sec. 3, p. 178.

Hospital No. 3: Ibid., 1885, secs. 20 ff., p. 35.

attempt was made to make the boards more uniform by having the same number of members and the same length of term.¹

It has been noted that in 1921 the two schools for the education of the blind and deaf were classified as educational institutions and were made a part of the state educational system.² In the same year the management of the four state hospitals, the state school and the state sanatorium was transferred from the decentralized boards to a centralized board known as the Board of Managers of Eleemosynary Institutions. This bipartisan board consists of six members appointed by the governor for a term of four years. The terms are staggered. One of the members is designated by the governor as president and devotes his entire time to the work, receiving a salary of \$3,000.00 per year and all traveling expenses. He is financial supervisor of all of the institutions and has direct supervision of the business management and control over the stewards of the six institutions. The other members who are permitted to do their regular work receive only one dollar per year and five dollars per day when working for the state plus their traveling and other necessary expenses.³ The receiving home was the seventh institution to be placed under the Board's management but it has been noted that its management was transferred in 1937 to the State Social Security Commission. The Confederate and Federal Homes have continued to remain under the management of separate boards.⁴

Although there has been a trend toward centralization of the management of state institutions, eight boards or commissions⁵

¹Missouri Laws, 1889, pp. 112 ff.

²Ibid., 1921, sec. 1, p. 645. ³Ibid., pp. 381 ff.

⁴Revised Statutes, 1929, II, chap. 119, secs. 13928 ff., p. 3605; and secs. 13935 ff., p. 3606.

⁵These include State Board of Managers of State Eleemosynary Institutions responsible for the institutions caring for the insane, tubercular, feeble-minded and epileptic; the Board of Curators of the University of Missouri, responsible for crippled children; four Boards of Managers, one responsible for the education of the deaf, one for the education of the blind, one for Confederate veterans and one for the Federal veterans; the State Social Security Commission responsible for the dependent children and the Commission responsible for cancer patients.

are still participating in the management for the ten special groups of people receiving institutional care. For this reason it is impossible to obtain comparable data from published reports as to investment and expenditure on the part of the state. It is possible, however, to secure this for the six institutions, which provide for four of the special groups, controlled by the Board of Managers of the State Eleemosynary Institutions. On December 31, 1938, the property valuation for these six institutions was estimated at \$16,189,207.97. This included land valued at \$291,360.00. Buildings at \$13,082,956.84 and personal property at \$2,814,891.13.¹ The total expenditures for 1937 and 1938 were \$6,269,208.47.² However, \$2,032,581.79 or almost one-third of the expenditure was secure from funds from the counties, private patients and steward sales.³

¹Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, 1937-38, p. 21.

²Ibid., p. 19.

³Ibid., p. 13.

CHAPTER VI

THE COUNTY-STATE AND COUNTY-STATE-FEDERAL PUBLIC ASSISTANCE PROGRAMS

In 1921, seventy-four years after the first provision by the state to aid local communities with the care of the needy, which was institutional care for the poor insane, a new form of state aid, providing pensions for the needy blind, was inaugurated.¹ Two years later this act was repealed and replaced by a statute with more restricted eligibility requirements. Any person, twenty-one years of age or over, of good moral character, who had been a resident of the state for ten consecutive years preceding the application, was eligible if his vision with or without glasses was not greater than light perception, and had been lost while he was a bona fide resident of the state, provided he had resided in it continuously since the loss of vision and his income was not more than \$600.00 and the valuation of his property not more than \$5,000.00. If the person was married and living with his sighted wife, her income and property included must not be over \$600.00 or \$5,000.00 respectively. Persons were also disqualified if they had parents living in the state able to support them or if they were maintained in a public or private institution, or by private persons or while soliciting alms.

In securing a pension the applicant filled out a form furnished by the commission for the blind² and filed it with the

¹Missouri Laws, 1921, pp. 554 ff. Before a pension law could be constitutional it was necessary to amend the constitution. Two amendments, approved by the voters in 1916 and 1920 made it possible to enact a blind pension law. These amendments authorized the legislature to levy a tax of from 1/2 to 3¢ on each \$100.00 assessed valuation, the money to be used for blind pensions with the provision that any left over could be used for support of the commission for the blind and in case they did not need all of it, the remaining money was to be transferred to the public school fund. See Constitution of Missouri, art. 4, sec. 47, and Secretary of State, Official Manual of State of Missouri, 1921-22, pp. 831-32.

²The Commission for the Blind was created in 1915 and was

judge of the probate court in the county or with the state commission. An examination by an oculist co-operating with the commission was required, and the commission after approving applications, certified them to the State Auditor. The annual pension of \$300.00, paid quarterly, was taken from the pension fund supported by a 2¢ tax levy on the \$100.00 valuation. The pensioner when physically and mentally capable could be required to receive vocational or other training and to follow an occupation when prepared. He could be removed from the pension list for not following these directions or when circumstances changed rendering him ineligible.¹

The term "light perception" was the cause of much litigation before 1925 when the statute was amended and it was defined as vision sufficient only to distinguish between light and darkness and to recognize the motion, not the form, of the hand of the examiner at a distance not greater than one foot from the eye.² The supreme court has been asked to interpret the statute providing for blind pensions more than any other act relating to poor persons. In addition to the six cases relating to light perception³ and concerned primarily with the definition of the

composed of five members appointed by the governor with the consent of the senate for terms of four years. The commissioners received only traveling and other necessary expenses but they could appoint salaried agents to carry out the purpose of the commission which was a research, preventative and work program for the blind. A separate department was organized later for administering the blind pension act. In 1933, the Board of Managers, State Eleemosynary Institutions, was designated as the commission for the blind thus centralizing another type of welfare service under one board. See Missouri Laws, 1915, pp. 223-24; 1933, p. 191; and Missouri Commission for the Blind, Tenth Biennial Report, 1933-34, p. 25.

¹Missouri Laws, 1923, pp. 302 ff. ²Ibid., 1925, p. 316.

³The cases relating to light perception are: Shelley v. Missouri Commission for Blind, 309 Missouri 612 (1925); Emma D. Gwaltney v. Missouri Commission for Blind, 322 Missouri 44 (1929); English v. Missouri Commission for Blind, 322 Missouri 677 (1929); Catherine Foster v. Missouri Commission for Blind, 327 Missouri 416 (1931); Martin v. Missouri Commission for Blind, 15 SW 2d 792 (1929); Keith v. Missouri Commission for Blind, 15 SW 2d 793 (1929). Because of the crowded supreme court docket some time may elapse between the filing of the case and the court decision. The court interpreted light perception to include that degree of blindness where one is not able to distinguish with either eye the direction of motion at one foot from the eye.

degree of blindness the court was consulted on three other cases relating to other provisions of this act. These three cases pertained to people who had been placed on the pension list and later removed. The first one is particularly interesting, since it shows the need for statutory flexibility in order to avoid hardship on certain individuals. In this particular case an aged and blind resident of Boone County was granted a pension under the Act. She was destitute and homeless and when she failed to receive her pension on time, because the state did not have revenue to pay all the pensioners at the proper time she was through necessity forced to go to the County Infirmary. Since the Act prohibited individuals from receiving a pension when they were maintained in a public institution her name was stricken from the pension list. When money was again available for pensions she attempted to compel the State Auditor to issue warrants at the rate of twenty-five dollars per month, the monthly amount of the pension money, from the time her name had been taken from the list.

The Supreme Court said that it seemed just that the woman should have a pension, but that they had no authority to compel a grant to her since the Act of 1923, effective at the time the action was brought, definitely provided that a blind person who was supported in an institution was automatically deprived of the right to a pension and that it made no exceptions.¹

It is evident as a result of this decision that the woman would either have to remain in the institution or secure credit which would enable her to live outside the institution until she could be reinstated on the pension list.

A second dispute over the removal of a name from the pension list occurred when, because of an unfounded rumor, Lora R. Smearing's name was removed by the commission from the list in April, 1926, without her having an opportunity to be heard. She had applied in July, 1923, and her name subsequently had been placed on the roll and she received her pension in quarterly installments until 1926. She was reinstated January, 1929, as of September 12, 1928, and in May, 1931, reinstated as of April 1, 1926. The state auditor refused the pension covering the period

¹The State ex rel. Tabiatha Palmer v. L. D. Thompson, State Auditor, 317 Missouri 903 (1927).

between April 1, 1926, and September 12, 1928, claiming that the current appropriation was not available for retroactive payments for that period. The court held, however, that current appropriation could be used for such payments and that she should be reimbursed.¹

The third dispute was also over the removal of a name from the pension roll but involved an entirely different set of circumstances. In October, 1924, Mr. Fitzgerald's name was placed on the pension roll by an order of the Circuit Court of Stoddard County. The commission for the blind certified to the State Auditor July 1, 1926, that he was no longer qualified for a pension and his name was therefore stricken from the pension roll. He did not question the statement of his eligibility for the pension but contended his name could not be removed by the commission since it was placed on the list by order of the Circuit Court. The higher court ruled that the commission for the blind was given the authority to remove a name from the pension list when the person was no longer qualified and that the authority applied to pensioners placed on the roll by an order of the Circuit Court, as well as by a certificate of the commission and that it was not necessary for the commission to ask the Circuit Court to modify its judgment.²

In 1925, the Circuit Court was made the final court of appeal in pension cases where the applicant was dissatisfied with the decision of the commission as to property, income, residence or moral qualifications³ and the tax levy for the pension fund was raised to three cents on the \$100.00 valuation.⁴ There have been only a few minor changes in the pension act since 1925, although it would have been possible to receive federal aid since 1935, with an amended act. A committee appointed in 1936 by Governor Park to study the problem of social security in Missouri,

¹Smearing v. L. D. Thompson, State Auditor, 329 Missouri 565 (1932).

²Daniel W. Fitzgerald v. Missouri Commission for the Blind, 329 Missouri 1216 (1932).

³Missouri Laws, 1925, sec. 9, p. 317.

⁴Ibid., sec. 2, p. 316; sec. 9, p. 317; sec. 11, p. 318.

especially as it was affected by the federal social security act, suggested that the blind pension act be amended as to residence, and fair hearing, and the state authorized to receive funds from the federal government as provided for in the Federal Social Security Act.¹

The first blind pensions were paid in July, 1921, and the applications were certified to the commission by the probate judges without formal investigation. This method continued until February, 1926, when a full-time worker was appointed to determine residence, property and income of applicants. A more thorough investigation proved that a number of the beneficiaries were ineligible and they were removed from the rolls.² Later an additional worker was added to the investigating staff but on July 1, 1938, due to the shortage in the blind pension fund, it was necessary to remove the two workers from the field for the rest of the year.³

As to numbers, 1,170 applications for pensions were received during the two years ending December 31, 1938. Of these 458 were approved by the commission, three others were allowed by court order and twenty-eight were reinstated, making a total of 489 added to the list during the two years. Of the 4,346 on the list December 31, 1936, 835 died and 131 were stricken from the roll. The reasons for removing the 131 from the roll are not given. The addition of the 489 made a total of 3,869 on the roll December 31, 1938.⁴ According to Table 25 over one-half of the blind persons in the state were receiving pensions and every local unit was participating in the distribution of the fund. Evidently the blind listed in this table included only those with vision of light perception or less. There were probably a great number of "vocationally blind" who did not receive any benefits

¹Report of the Committee on Social Security to Honorable Guy B. Park, Governor of Missouri, December, 1936, pp. 52 ff. In 1937, the blind applicant was given the right to appeal to the Circuit Court in case he was dissatisfied with the Commission's decision in regard to vision as well as to property, residence and moral qualifications. The oculist was no longer required to be approved by the Commission. See Missouri Laws, 1937, p. 404.

²Missouri Commission for the Blind, Biennial Report, 1929-30, p. 68.

³Ibid., 1937-38, p. 31.

⁴Ibid., pp. 31, 32.

from the pension.

The second pension system developed with state aid was the Old Age Pension approved in 1935. Under the act a person seventy years of age or older, a citizen of the United States and a resident of the state at least five years during the nine preceding the application, one of the five being the last preceding year, whose income was inadequate to provide reasonable subsistence, was entitled to a pension.¹ The income was, including the pension, to be not more than \$30.00 a month if the pensioner was alone, and \$45.00 a month if a husband and wife were living together, and both were entitled to a pension. The applicants could have no interest in property exceeding in value \$1,500.00, or in the case of a husband and wife living together not exceeding \$2,000.00. The pensioner must not have a child or other persons responsible under the law and able to support him and he was not permitted to receive any other type of public aid except free medical care.

Although the act was lengthy and went into some detail concerning the administration it provided for no social service.² In order to obtain a pension, an application form, approved by the Board of Managers of Eleemosynary Institutions, was to be filed with a county board known as an Old Age Assistance Board. Each county court was to appoint a board of three members, at least one of them a woman, and all residents and taxpayers of the county for five years prior to their appointment. They received only traveling expenses and served four years, the terms being staggered.³ This board was to make an investigation, which appeared to be mostly financial, and if the application was approved it was sent to the State Commissioner.⁴ In a case of

¹It was necessary as in case of the blind pension for the constitution of Missouri to be amended before an old age pension law could be effective. The necessary amendment was adopted November 8 1932. Missouri Laws, 1933, p. 478. See later amendment, adopted November 8, 1938, changing age to sixty-five. Ibid., 1939, p. 933.

²"An act to provide for, regulate and fix the conditions and requirements for assistance for residents of the State over the age of 70 years." Ibid., 1935, pp. 308 ff.

³Ibid., sec. 3, p. 309.

⁴The act also provided for a State Commissioner to be

TABLE 25*

KNOWN BLIND PEOPLE IN COUNTIES IN MISSOURI, DECEMBER 31, 1938

County	Pensioners	Non-pensioners	Total	County	Pensioners	Non-pensioners	Total
Adair.....	17	11	28	Macon.....	31	29	60
Andrew.....	10	14	24	Madison.....	12	12	24
Atchison.....	13	3	16	Maries.....	9	8	17
Audrain.....	22	15	37	Marion.....	29	27	56
Barry.....	32	35	67	Mercer.....	10	13	23
Barton.....	15	12	27	Miller.....	20	19	39
Bates.....	30	24	54	Mississippi....	23	20	43
Benton.....	13	9	22	Moniteau.....	20	8	28
Bollinger.....	22	18	40	Monroe.....	17	11	28
Boone.....	38	30	68	Montgomery....	18	12	30
Buchanan.....	69	61	130	Morgan.....	16	12	28
Butler.....	53	48	101	New Madrid....	45	48	93
Caldwell.....	9	10	19	Newton.....	35	36	71
Callaway.....	19	38	57	Nodaway.....	16	11	27
Camden.....	9	7	16	Oregon.....	20	15	35
Cape Girardeau.	27	25	52	Osage.....	8	13	21
Carroll.....	31	18	49	Ozark.....	26	19	45
Carter.....	11	7	18	Pemiscot.....	43	50	93
Cass.....	19	10	29	Perry.....	13	15	28
Cedar.....	12	14	26	Pettis.....	46	37	83
Chariton.....	18	28	46	Phelps.....	20	19	39
Christian.....	20	31	51	Pike.....	23	13	36
Clark.....	14	6	20	Platte.....	11	5	16
Clay.....	48	41	89	Polk.....	38	26	64
Clinton.....	12	12	24	Pulaski.....	20	14	34
Cole.....	25	26	51	Putnam.....	11	15	26
Cooper.....	17	6	23	Ralls.....	9	2	11
Crawford.....	22	33	55	Randolph.....	39	26	65
Dade.....	17	28	45	Ray.....	26	9	35
Dallas.....	18	27	45	Reynolds.....	8	14	22

Davies.....	17	19	36	Ripley.....	18	38	56
DeKalb.....	3	6	9	St. Charles....	11	10	21
Dent.....	24	23	47	St. Clair.....	17	4	21
Douglas.....	20	17	37	St. Francois...	40	34	74
Dunklin.....	59	80	139	St. Genevieve.	8	8	16
Franklin.....	31	14	45	St. Louis.....	75	75	150
Gasconade.....	18	10	28	Saline.....	32	23	55
Gentry.....	15	19	34	Schuyler.....	15	10	25
Grundy.....	16	16	32	Scotland.....	5	15	20
Greene.....	111	100	211	Scott.....	30	38	68
Harry.....	13	32	45	Shannon.....	23	14	37
Henry.....	23	25	48	Shelby.....	19	14	33
Hickory.....	6	11	17	Stoddard.....	50	53	103
Holt.....	8	22	30	Stone.....	31	42	73
Howard.....	25	10	35	Sullivan.....	17	17	34
Howell.....	35	21	56	Taney.....	14	17	31
Iron.....	17	21	38	Texas.....	32	26	58
Jackson.....	435	268	703	Vernon.....	42	57	99
Jasper.....	116	84	200	Warren.....	12	7	19
Jefferson.....	25	18	43	Washington....	33	33	66
Johnson.....	31	21	52	Wayne.....	17	37	54
Knox.....	5	9	14	Webster.....	38	24	62
Laclede.....	32	31	63	Worth.....	7	5	12
Lafayette.....	43	35	78	Wright.....	41	52	93
Lawrence.....	42	26	68	City of			
Lewis.....	17	8	25	St. Louis....	632	586	1,218
Lincoln.....	12	9	21				
Linn.....	25	16	41				
Livingston.....	22	19	41		3,869	3,458	7,327
McDonald.....	20	24	44				

*Missouri Commission for the Blind, Twelfth Biennial Report, pp. 33, 34.

disagreement between the County Board and the Commissioner, the application was forwarded to the State Board whose decision was final. In case of disapproval the applicant could apply again in twelve months or sooner if he reached the age of seventy, or he could appeal to the Circuit Court for reconsideration of his case.

Follow-up once a year was provided when the County Board was required to make another investigation and could change the payment depending upon any change in the financial circumstances of the pensioner.¹

The Act became effective in August, 1935, and organization of the State Office and County Offices was started immediately. On September 2, they were opened to receive applications. The legislature had anticipated a maximum of 35,000 applications and had appropriated \$2,500,000 to provide the state share of the expenses. It had not been clearly explained, however, and many people understood that residents of the state who were seventy years of age and over would receive a pension of \$30.00 a month. Consequently by the end of the first month 71,030 applications were received,² apparently with no, or little, attempt being made on the part of the county offices to explain the Act. By the middle of October, staffs of volunteer workers were organized in the urban areas to determine eligibility. An attempt was made to certify the most needy first and a \$12.00 per month maximum pen-

appointed by the governor with the consent of the senate. His qualifications included, a tax paying citizen, being a resident of the state for at least five years preceding his appointment and "qualified for the position as to character, training, and experience." His salary, fixed by the Board of Managers of State Eleemosynary Institutions, could not exceed \$3,600.00 per year. This Board was also authorized to appoint clerical and office assistants to help in the administration and each member of the Board could receive as a maximum \$50.00 per month for his services in the administration of the pension act in addition to the compensation received for his other services on the Board. See ibid., sec. 2, p. 309.

¹Ibid., sec. 13, pp. 311, 312. The act also provided for reasonable funeral expenses not to exceed \$100.00 for recipients provided their estates were insufficient to defray such expenses. See ibid., sec. 15, p. 312.

²Index of Public Assistance in Missouri, I, No. 5 (May, 1938), 12, 13.

sion was decided upon in view of the large number of applicants, and the small appropriation. The waiting list was still large when the first old age assistance payroll was approved in January, 1936. Only 4,965 persons were included on the first payroll. The old age assistance division had planned to follow the policy of the blind commission of paying on the basis of the date the application was made instead of the date that the application was approved. This meant that practically all of the 4,965 persons received retroactive payments to October 1, and that others to be certified would likely have several months retroactive payments due.¹ By February, the Missouri old age assistance plan had been approved by the Federal Social Security Board and the first federal grant of \$315,000 was received to cover the months of February and March.² They, however, refused to match retroactive payments prior to February.³ By June, 1936, almost half of the state fund had been paid out and approximately \$640,000 was spent on retroactive payments, \$500,000 being for months prior to February with no federal funds available. All retroactive payments for months prior to July, 1936, were suspended after the ruling of the Attorney General on June 6, 1936, that retroactive payments should be suspended unless matched by federal funds. The following September the Comptroller General of the United States ruled that the federal government would not participate in first payments to individuals on State Assistance programs unless the payment was made in the month for which it was intended. The state discontinued all retroactive grants on October 1, 1936, as the federal ruling not only eliminated matching of retroactive grants, but also that of first payments since they were made the month following the approval of the application in Missouri.

At the time retroactive grants were discontinued, payments to persons already on the roll were raised \$2.00 a month. The maximum grant was also raised to \$15.00 a month and the budgets of

¹Ibid., p. 13.

²M. Stevenson and R. Spear, The Social Security Program (American Public Welfare Association), p. 34.

³Index of Public Assistance in Missouri, I, No. 5 (May, 1938), 13.

new applicants were made accordingly.¹ However certification of new applicants was stopped the middle of November because the funds were almost exhausted,² and the General Assembly convening in January made monthly allotments only for payments to the people already on the approved roll until July, 1937, when the Act providing for a new Social Security Commission took effect and the new appropriation to be administered by them became available.³

This Act⁴ provided for a non-partisan, five-member commission to be appointed by the governor with the consent of the Senate, serving terms of four years, the terms to be staggered. The governor was also given power to designate one member as chairman and to remove any member for gross inefficiency, neglect of duty, malfeasance, misfeasance or nonfeasance in office. The members of this Commission must be residents and real or personal property taxpaying citizens of the state and must have been qualified voters in the state for a period of at least ten years next preceding their appointments. They serve without pay but receive traveling and other necessary expenses in the performance of their duty. The Commission was designated as the Social Security Commission and authorized to administer state plans and laws involving pensions or assistance to persons.⁵

¹Ibid., p. 14.

²State Social Security Commission of Missouri, Aiding Needy Persons in Missouri, p. 36.

³Index of Public Assistance in Missouri, I, No. 1 (January, 1938), 3.

⁴Missouri Laws, 1937, pp. 467 ff.

⁵In addition to the administration of the public assistance programs and the Receiving Home for Children noted in chap. v, the Commission was authorized to administer Child Welfare Services and administer or supervise other child welfare activities. In July, 1937, the Commission actually assumed responsibility for the State General Relief program, distribution of surplus commodities, certification for C.C.C., W.P.A., and N.Y.A. and the two Federal-State Assistance Programs. Its Child Welfare programs included foster care for State Wards, licensing and inspection of child caring agencies, supervision of juvenile probation as well as the Child Welfare Services and the Receiving Home. Later when the staff was reduced, the certification for W.P.A. and N.Y.A. was dropped. See ibid., sec. 1, p. 468, and sec. 4, p. 470. State Social Security Commission, First Biennial Report, 1937-38, pp. 6, 7, 25.

The executive of the Commission, known as State Administrator of the Social Security Commission, is also appointed by the governor with the consent of the Senate for a term of four years and receives an annual salary of not more than \$6,000.00. He, too, must be a citizen and a taxpayer of the state for not less than ten years. His other qualifications designated by the Act include a general statement that he must have education and experience to supervise the administration of the work of the Commission.

The State Treasurer acts as the treasurer for all funds of the Commission.

In addition to the changes in administration some provisions were made for more liberal interpretation as to recipients for Old Age Assistance. The age, residence and property qualifications remained the same as in the first act. The second act did not refer to support by children or other persons responsible under the law. The old person was eligible when he was incapacitated from earning a livelihood and had insufficient income or other resources to provide a reasonable subsistence compatible with decency and health.¹ He was prohibited from making an assignment or transfer of property for the purpose of being eligible. Although the Act did not make children responsible for the care of their aged parents the Commission included gifts from the children as a resource and refused where the gifts were sufficient, to approve applicants for assistance. The courts were asked for an interpretation on this ruling of the Commission and two cases which reached the Appellate Courts are of particular interest here. In the first case, Mr. Price was an applicant for Old Age Assistance. He was seventy-two years of age and in poor health. His wife earned five dollars a month sewing and her son-in-law had been giving her an allowance of \$50.00 a month. Mr. Price was refused the grant on the basis that he was not in need and he appealed to the Circuit Court. The court found that he was entitled to Old Age Assistance under the Act and called attention to the facts that "the Legislature did not intend to change the words 'income, support and means of support' to assistance, help or charity" and that children or relatives are

¹Missouri Laws, 1937, sec. 12, p. 474.

"not required to provide means of support," and if they do their gifts do "not prevent those who are qualified, from being entitled to the benefits." The Appellate Court affirmed the judgment of the lower court.¹

In the second case, Mr. Moore, an Old Age Assistance recipient, lived with his wife and unmarried daughter who earned \$630.00 a year teaching school. He had received a pension of \$16.00 a month but it was later discontinued on the basis that he had sufficient resources to maintain himself in decency. He appealed to the Circuit Court. Again the court found the plaintiff entitled to the assistance and the Commission appealed the case. This court agreed with the decision of the other Appellate Court and stated that the "words resources, income and means" referred "to property or capabilities of producing property" and did not include gifts. They again pointed out that the daughter was not under legal duty to support her parent and that he was entitled to the assistance since he did not have sufficient resources to maintain himself in decency without contributions from his daughter.²

After these decisions the Act was amended so that all income is taken into consideration in granting assistance and specifically includes income received from some other person, gifts as well as other income.³ In order to meet the requirement for a grant in aid for Old Age Assistance from the Federal Government,⁴ the age was lowered in 1939 to sixty-five to be effective after December 1, 1939.⁵

The administration by lay county boards provided for by the first old age pension act, proved unsatisfactory,⁶ conse-

¹Price v. State Social Security Commission, 232 Missouri App. 721 (1938).

²Moore v. State Social Security Commission, 233 Missouri App. 536 (1938).

³Missouri Laws, 1939, sec. 11, p. 739.

⁴See Federal Social Security Act, Title I.

⁵Missouri Laws, 1939, sec. 12, p. 735.

⁶State Social Security Commission, Aiding Needy Persons in Missouri, p. 12.

quently the second act provided for a paid county personnel.¹ After eight months experience with the county boards an agreement was reached with the Federal Social Security Board that investigations would no longer be made by the county boards. In July, 1936, some staffs were selected to work in counties as representatives of the Old Age Assistance Division, but it was several months before all counties were staffed. However, the county boards continued to review each record before it was sent to the State Office. With the exception of December, 1936, when the administration funds were exhausted, the county staffs were maintained until July, 1937.²

With the new Act in effect, the State Administrator, with the consent of the Commission, was authorized to appoint the county administrative staff and fix their duties and their compensation.³ This staff was to include the executive in charge of the county office and other employees needed, the number depending upon the population of the county, existing conditions and purposes to be accomplished. The only qualification stipulated in the act for the county staffs was that of residence. The executive of the county office must have been a resident of the state for at least five years and the other county employees have to be residents of the county in which they are employed.⁴ The staff appointed by the administrator was much larger than the combined staffs of the Old Age Assistance Division and the Missouri Relief Commission.⁵ Because of shortage of funds, however, the field staff was reduced in August of 1938. Prior to that time, the field staff included eighteen district supervisors, 113 county secretaries, two secretary administrators (for St. Louis City and Jackson County), 575 visitors and 482 stenographers and clerks, or a total of 1,190, and had an average of 250 cases per

¹Missouri Laws, 1937, sec. 10, p. 473.

²Index of Public Assistance in Missouri, I, No. 5 (May, 1938), 15.

³Missouri Laws, 1937, sec. 6, p. 471.

⁴Ibid., sec. 10, p. 473.

⁵Index of Public Assistance in Missouri, I, No. 5 (May, 1938), 15.

visitor. After the reduction, the average was more than 500 cases per visitor.¹

In addition to the administrative staff, each county was to have a bi-partisan social security commission of four persons. They were to serve four years with terms staggered and have the same qualifications as the State Commission.

They were to be appointed by the State Commission from a list, which contained a number of names twice as great as the number of appointments to be made, submitted by the county court. The county commissioners receive only traveling and other necessary expenses in carrying out their duties which are advisory. No elective officer can be appointed as a member of the County Commission.²

Although the new Commission took charge in July, 1937, the administrative plan of the Old Age Assistance Division was continued while the new commission was formulating policies. However, the maximum grants were raised from \$15.00 to \$30.00 and payments were made in the month instead of the first of the next month in order that they could be matched by federal grants. Policies were worked out and by November, the administrative plan of the new commission was approved by the Federal Social Security Board.³

The second Old Age Assistance Program inherited from the first over 53,000 recipients and several thousand pending applications. A number of the applications had been approved in the preceding months but had not been added to the roll until July, 1937, when more funds were available.⁴ This increase can be noted in Table 27.

From the beginning of the program in September, 1935, to

¹State Social Security Commission, First Biennial Report, 1937-38, pp. 36, 37.

²Missouri Laws, 1937, sec. 9, pp. 472, 473.

³Index of Public Assistance in Missouri, I, No. 5 (May, 1938), 15.

⁴State Social Security Commission, First Biennial Report, 1937-38, p. 17.

TABLE 26*

REASON AND PERCENTAGE FOR REJECTION
OF OLD AGE APPLICATIONS

Reason for Rejection	Per Cent
Ineligible because of resources	63.3
Relatives able to support	19.6)
Income from invested capital	18.9)
Property value in excess of that allowed	9.2)
Earnings	6.2)
Cash or negotiable assets in excess of that allowed	2.7)
Other resources	6.7)
Ineligible because of age requirement	12.7
Under seventy	7.2)
Unable to obtain proof	5.5)
Residing in public institution	9.4
Voluntarily withdrew application	5.9
Ineligible because of residence requirement	3.6
Died prior to approval	2.5
Moved elsewhere and could not be located	1.5
Transferred property to establish eligibility	0.6
Other reasons	0.5

*The information in this table is based on a study made of 2,552 old age applications rejected from July 1, 1937, through June 30, 1938. They were distributed throughout the year. See Index of Public Assistance in Missouri, I, Nos. 11, 12 (November-December, 1938), 4.

January 1, 1939, 137,427 applications¹ were received. Of these 126,906² had been investigated and disposed of, leaving 10,521 pending.³ Many of these had been pending over a period of from six to ten months.⁴ There has been a large number of pending applications since the beginning of the program. This has been due to inadequate funds, lack of county administrative staff and the unexpectedly large number of applications received the first few

¹This includes initial applications, reapplications after rejection or after case has been closed.

²Index of Public Assistance in Missouri, I, No. 11-12, p. 3.

³State Social Security Commission, Aiding Needy Persons in Missouri, p. 38.

⁴State Social Security Commission, First Biennial Report, 1937-38, p. 19.

months. Seventy-one thousand and thirty, or more than half of the total number, were received the first month and 10,000 more were added the second month. Since that time the numbers per month have been considerably lower, ranging from a low of 747 to a peak of 2,640.¹

Of the 126,906 applications disposed of, 79.7 per cent were approved and 20.3 per cent rejected or disposed of because of death or for other reasons.² There has been a tendency to reject a larger percentage of the applications as the program developed.³ Material is not available on the reasons for all of the rejections but the reasons given in a sample of rejected applications, as noted in Table 26, are especially interesting in view of the decisions of the appellate courts as the largest per cent, 19.6, of the 2,552 rejected applications studied were ineligible because of relatives able to support.

It will be observed from Table 27 that the trend of the number of Old Age recipients has been upward. Attention has already been called to the fact that there was a decline before July, 1937, due to shortage of funds and that several applications were approved during this time and placed on the roll in July when funds were available. The fluctuation shown in Table 27 is also brought about by increase in staff which enables more applications to be disposed of and facilitates reinvestigation of recipients. The effects of a reinvestigation period⁴ may also be noted during the first part of 1938. Because of stress being placed upon reinvestigations at intervals the closing of cases has occurred spasmodically rather than on an average percentage a month as is the case where an agency provides continuous service on an individual basis. Again facts are not available on the reason for the closing of all the cases; but, of the ones studied, it appears that the largest number, 55 per cent, were closed because of death. Relatives assumed support in 16 per cent. Eleven and nine-tenths per cent of those closed were found to be

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 28, Table 2.

²Ibid., p. 38.

³Ibid., p. 39.

⁴State Social Security Commission, First Biennial Report, 1937-38, p. 18.

TABLE 27*

NUMBER OF RECIPIENTS AND AMOUNT OF PAYMENT FOR
OLD AGE ASSISTANCE, JANUARY, 1937, TO DECEMBER, 1938

Month	Number of Recipients	Amount	Average
1937			
January.....	55,883	\$ 638,656.50	\$11.43
February.....	55,335	632,292.50	11.43
March.....	54,150	618,375.50	11.42
April.....	53,582	611,866.00	11.42
May.....	53,073	606,009.00	11.42
June.....	.....	.....	.....
July.....	71,918	895,060.00	12.45
August.....	72,822	924,750.50	12.70
September.....	73,547	944,619.00	12.84
October.....	73,923	952,189.50	12.88
November.....	74,553	983,252.00	13.19
December.....	76,169	1,040,370.50	13.66
1938			
January.....	76,161	1,062,917.00	13.96
February.....	74,073	1,072,037.50	14.47
March.....	72,568	1,085,642.50	14.96
April.....	72,317	1,122,851.50	15.53
May.....	72,394	1,163,037.00	16.07
June.....	72,422	1,193,973.50	16.49
July.....	72,249	1,225,909.00	16.97
August.....	72,134	1,264,226.50	17.53
September.....	72,521	1,298,666.00	17.91
October.....	73,142	1,329,955.00	18.18
November.....	73,854	1,355,941.00	18.36
December.....	74,434	1,375,369.00	18.48
Total, 1937		\$ 8,847,441.00	
1938		14,550,525.50	

*No data are recorded for June, 1937, due to a change in date of payment. See State Social Security Commission, First Biennial Report, 1937-38, p. 17, Table 4.

ineligible for the first grant and should not have been accepted.¹

It may also be observed from Table 27 that the average grant has increased from \$11.43 in January, 1937, to \$18.48 in December, 1938.

Social data from 82.5 per cent of the total number accepted for old age assistance from July 1, 1937, through June 30,

¹State Social Security Commission, Aiding Needy Persons in Missouri, Table 5, p. 43.

1938,¹ indicate that 51.8 per cent were men, 48.2 per cent women, 94 per cent white, 5.9 per cent Negro, and 0.1 per cent members of other races. As to birthplace, 51.4 per cent were born in Missouri, 41.7 per cent in other states, and 6.7 per cent were foreign-born.² Thirty-seven and seven-tenths per cent lived in urban areas and 62.3 per cent in rural areas. The urban included 20.8 per cent who lived in incorporated places of 100,000 or more and the other 16.9 lived in incorporated places of 2,500 to 99,999. The rural included 33.7 per cent who lived on a farm. The other 28.6 per cent lived in towns of less than 2,500.³ The small percentage of foreign-born and colored indicate, as was stated earlier, that these groups, because of their small numbers, have not constituted an acute social problem as they do in some states. The most interesting fact secured from the social data related to the former relief status of old age recipients is that over three-fourths, or 77.7 per cent, had not received any type of public relief within two years prior to the date of investigation. This would indicate that old age assistance was not to any large extent taking the burden off of other public relief agencies, but was extending public funds to meet the needs of a different group and probably lessened the responsibilities of private relief resources.⁴

The third pension or assistance program developed with state aid was Aid to Dependent Children in their own homes and conformed to the regulations found in the Federal Social Security Act for such a program. This included aid not to exceed \$18.00 a month for the first child and \$12.00 a month for each additional child,⁵ for children under sixteen years of age who had been deprived of parental support or care by reason of death, continued absence from the home, physical or mental incapacity of a parent,

¹Ibid., p. 47.

²Ibid., p. 49.

³Index of Public Assistance in Missouri, I, No. 9 (September, 1938), 7.

⁴State Social Security Commission, Aiding Needy Persons in Missouri, p. 50.

⁵An amendment of the Missouri Act in 1939 continued the \$18.00 and \$12.00 a month assistance but limited the maximum for any family regardless of number of children to \$60.00 per month. Missouri Laws, 1939, sec. 18, p. 745.

and who resided with one or both parents or with relatives. The child must be a resident of the state one year preceding the application unless it is under one year of age. In that case the mother must have been a resident of the state one year preceding the birth.¹

Although the Aid to Dependent Children program was approved in June, 1937, it was not actually put in effect until the administrative organization of the social security commission was completed the following November. Applications were received in November but the first investigations were made in December, 1937, and the first payments made in January, 1938.² From the beginning of the program to January 1, 1939, 17,448 applications were received. In contrast to the Old Age Assistance applications, the number of applications a month has been relatively consistent. The minimum was 277 received the first month and the maximum 1,954 received in March of 1938. Of the 17,448 applications, 11,539 had been disposed of by January 1, 1939.³ However, applications have continued to accumulate since the staff has not been able to dispose of them as rapidly as they were received and by the end of July, 1939, there were 6,738 pending applications.⁴

Of the 11,539 applications disposed of by January, 1939, 8,899, or 77.1 per cent, had been approved; 2,299 rejected; and 341 cancelled because of other reasons which included death, change of residence and voluntary withdrawal.⁵ Data available for 593 rejected and cancelled applications indicate, as can be observed in Table 28, that over half were rejected because of resources.

¹Ibid., 1937, sec. 13, p. 474, Federal Social Security Act as passed in 1935, Title IV.

²State Social Security Commission, First Biennial Report, 1937-38, p. 13.

³State Social Security Commission, Aiding Needy Persons in Missouri, Table 14, p. 51.

⁴Index of Public Assistance in Missouri, II, No. 6-7 (June, July, 1939), 206.

⁵State Social Security Commission, Aiding Needy Persons in Missouri, Table 14, p. 52.

TABLE 28*

REASON AND PERCENTAGE FOR REJECTION OF
APPLICATIONS FOR AID TO DEPENDENT CHILDREN

Reason for Rejection	Per Cent
Ineligible because of resources	53.6
Voluntarily withdrew application	19.8
Another plan or type of assistance considered more satisfactory	8.4
W.P.A.	2.9)
C.C.C.	1.5)
General relief	1.3)
Institutional care	0.8)
O.A.A.	0.7)
Farm security	0.7)
Other	0.5)
Moved elsewhere--unable to locate	4.9
Ineligible because of age	3.7
Not under sixteen	3.2)
Unable to obtain proof of age	0.5)
Applicant not related to child as specified in law	2.5
Not deprived of parental support or care	2.2
Ineligible because of residence requirement	1.5
Other reasons	3.4

*The information in this table is based on a study of 593 or 61.7 per cent of 961 applications rejected for aid to dependent children from the beginning of the program through June 30, 1938. See Index of Public Assistance in Missouri, I, No. 11-12 (November, December, 1938), 5, 6.

The Aid to Dependent Children's program has not had the fluctuations in case load that characterized the Old Assistance program. The number of families and children have increased from month to month which can be seen from Table 29. There was also during the first year a gradual increase in the average monthly grant for each child. In July, 1939, recipients of Aid to Dependent Children included 10,065 families in which there were 23,754 children or an average of 2.4 children to the family. They received \$194,013.96, an average of \$19.28 a family or \$8.17 a child. All local units had some recipients. The number varied from a minimum of seven families in Warren County to a maximum

TABLE 29*

NUMBER OF RECIPIENTS OF AID TO DEPENDENT CHILDREN
AND AMOUNT OF PAYMENT

Month	Number of Families	Number of Children	Average Per Child	Average Per Family	Amount
January.....	98	314	\$10.67	\$34.19	\$ 3,350.50
February.....	423	1,246	11.45	33.73	14,267.00
March.....	1,091	2,981	11.60	31.71	34,593.50
April.....	2,226	5,950	12.09	32.31	71,928.00
May.....	3,016	8,021	12.11	32.20	97,118.00
June.....	3,812	9,946	12.15	31.71	120,870.00
July.....	4,486	11,628	12.15	31.48	141,234.50
August.....	5,007	12,830	12.17	31.17	156,081.00
September.....	5,787	14,582	12.25	30.87	178,653.00
October.....	6,526	16,252	12.28	30.57	199,499.00
November.....	7,236	17,858	12.32	30.42	220,083.00
December.....	7,800	19,090	12.37	30.28	236,172.00
Total.....					\$1,473,849.50

*State Social Security Commission, First Biennial Report, 1937-38, Table 3, p. 14.

of 1,444 families in St. Louis City.¹ One hundred and ninety-eight applications were received during July, 1939, and ninety-three were disposed of.²

Social data had been obtained for 93.1 per cent of the families and 92.4 per cent of the children accepted for Aid to Dependent Children, through June 30, 1938.

These data revealed the fact that 50.4 per cent of the dependent children were boys and 49.6 per cent were girls; 85 per cent were white, 14.9 per cent Negro, and 0.1 per cent were other races; 88.5 per cent were born in Missouri, 78.9 per cent lived with their mothers only, 13.8 per cent with both parents, 1.4 per cent with their fathers and 5.9 per cent with other relatives; 46.1 per cent lived in incorporated places of 2,500 or more population; 24.7 per cent lived on farms and 23.1 per cent in incorporated places of less than 2,500 population, and 6.1

¹Index of Public Assistance in Missouri, II, No. 6, 7 (June-July, 1939), Table VII, 243.

²Ibid., p. 206.

per cent in other unincorporated places; 83 per cent of the families had received some type of assistance before they were accepted for Aid to Dependent Children, and 22.1 per cent had supplementation by other public or private programs after they were accepted.¹ This would indicate that the Aid to Dependent Children program had included a group with less financial resources than the Old Age Assistance group. The families varied in size from one to nine dependent children with small families predominating; 27.9 per cent had only one dependent child, 27.5 per cent two children and 20.7 per cent three children. However, there were 536 related children under sixteen years in the families which were not included in the grant.²

Although some state aid had been provided for blind pensions and institutional care, Missouri, like many other states, had before the depression period considered relief a function of the local government.³ The experience following the 1929 economic crisis was not unlike that of other states and the resources of local governments and private agencies were soon found to be inadequate. By 1930, St. Louis and some of the other larger municipalities found it necessary to make extra provision for relief. Later local citizens committees and state officials and committees were organized to plan relief measures.⁴ The drought of 1930 added to the economic difficulties of the rural section of the state and in February, 1931, the state made an appropriation of \$250,000 for special drought relief. This was administered by a committee which included the Governor, the president pro tem of the Senate, the speaker of the House, four members of the Senate, and four members of the House, the latter eight equally divided so far as political parties were concerned.⁵ This

¹State Social Security Commission, Aiding Needy Persons in Missouri, pp. 55 ff.

²Ibid., p. 56.

³Although relief was considered a function of the local government, the state did in 1838 appropriate \$2,000 to relieve the suffering and indigent families in Caldwell and Daviess Counties. See Missouri Laws, 1838-1839, p. 314.

⁴Missouri Relief Commission, Work Relief in Missouri, 1934-35, compiled by William Gammon, Introduction, pp. 11 ff.

⁵Missouri Laws, 1931, p. 205.

committee worked through the County Agricultural Agents and most of the appropriation was spent for feed and seed.¹ With the exception of this appropriation the financial responsibility rested entirely with the local communities until September, 1932.²

The power of local communities to provide relief funds for the unemployed was questioned by Mr. Thomas F. Jennings who was a resident of St. Louis City and a taxpayer on real estate. He brought a suit in equity to restrain the city officers from disposing of bonds valued at \$4,600,000 on the ground that the bond issue was unconstitutional because it was not to be used for a public purpose or municipal purpose, the only two purposes for which the city could legally issue bonds. Mr. Jennings stated that the funds from the bonds were to be used for poor relief in general. He conceded that it might be a public purpose to take care of the destitute children and others who were destitute by reason of sickness, age, insanity or physical deficiency but he said that most of the money would probably be used for those who were able to work, but unemployed, and contended that the city had no right to spend the taxpayer's money for those who were destitute solely by reason of the present economic situation. The ruling of the Supreme Court and their comments are particularly interesting in the light of present day trends. They said that poor relief was a public purpose and a governmental duty and that the county was authorized to spend money for the poor. They added that "the good of society demands that, when a person is without means and unable on account of some bodily or mental infirmity or other unavoidable cause, to earn a livelihood, he is entitled to be supported at public expense, immaterial of how the pauper was brought into need." The court called attention to a number of recent cases in other states where certain types of aid were held to be unconstitutional, as for example, when property was destroyed by fire or there was a drought. These cases differed in the fact that they provided relief for a special class who had

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 9.

²In July, 1932, an Act of Congress authorized the Reconstruction Finance Corporation to make loans to the state for emergency relief and the following September, Missouri received a loan for this purpose. See Index of Public Assistance, V (May, 1938), 3.

property but had had some financial misfortune whereas the St. Louis city funds provided for aid to the unemployed who were really poor people as defined by the statute.¹

After this decision there was no doubt as to the constitutionality of the local governments to provide funds for the destitute unemployed as well as other poor people and they continued to help finance the emergency relief programs after September, 1932, when federal funds were made available by a loan to the state provided by the Reconstruction Finance Corporation. Although some local communities had been providing funds for the relief of the unemployed the first state-wide plan for relief was really initiated when federal funds were made available.² The administration of the loan and later funds given by the federal government was not unlike the administration of such funds in several of the other states. Most of the funds were used for the unemployed and were thought of as emergency relief. A state director for unemployment relief was appointed by the Governor, September, 1932, and the following February the Missouri Relief and Reconstruction Commission, later known as the Missouri Relief Commission was created by executive orders. The state was divided into districts for supervising purposes and the county was made the local administrative unit.³ The rural county administrators were usually local people. They were not social workers, some of them had been nurses or school teachers but others did not even have a college background. There were more qualified social workers in the urban centers.⁴

Only six counties were eligible September, 1932, when federal relief was made available, but by June 1, 1933, eighty-eight counties had received aid and six months later 101 counties had been aided. By the summer of 1934 all of the counties had work relief and surplus commodities. Only sixty were receiving direct

¹Thomas F. Jennings v. City of St. Louis, 332 Missouri 173 (1932).

²State Social Security Commission, Aiding Needy Persons in Missouri, p. 58.

³Missouri Relief Commission, Work Relief in Missouri, 1934-35, Introduction, pp. 11-18, and p. 31.

⁴Confidential Report by one of the professional workers in the state.

relief from state or federal sources. In general the large cities and the Ozark counties had larger proportions of their population on relief than the other counties of the state.¹

Although the administration of emergency relief was directed by the state in 1932, it really assumed no financial responsibility for unemployment relief until the spring of 1933 when \$250,000 was appropriated to be used by the Governor with federal funds for unemployment relief.² The following fall, \$5,026,714.00 was appropriated but only \$2,286,936.22 was available as the first sales tax did not bring in as much money as was expected.³ In 1935, a second sales tax was authorized providing for a 1 per cent tax and an appropriation of \$6,105,000.00 was made from the general revenue fund.⁴ However, the federal government assumed the major financial responsibility for emergency relief expenditure from the beginning of the state-wide program until federal participation ceased January, 1936. During the three-year period from 1933 through 1935 federal funds constituted 77.3 per cent of the amount spent in Missouri for emergency relief. This was not an unusually large percentage when compared to other states. In twelve states the federal government contributed 90 per cent or more of the total relief expenditures and in eleven others the federal contribution was from 80 to 90 per cent. Missouri rated twenty-eighth in the percentage received from the federal government.⁵

Although no federal money was received after December,

¹Missouri Relief Commission, Work Relief in Missouri, 1934-35, pp. 154 ff.

²Missouri Laws, 1933, pp. 469, 470.

³Ibid., Extra Session, 1933-34, sec. 12 A 3, p. 21; sec. 12 L, p. 14. Missouri Relief Commission, Work Relief in Missouri, 1934-35, p. 21. The sales tax was approved January 15, 1934, and provided for the raising of additional revenue for emergency purposes by imposing a tax of 1/2 of 1 per cent on retail sales and on sale of services. See Missouri Laws, Extra Session, 1933-34, pp. 155 ff.

⁴Missouri Laws, 1935, sec. 46 B, 46 D, pp. 177-78; sec. 2, p. 415.

⁵Public Welfare News (American Public Welfare Association), April, 1936, p. 4.

TABLE 30^a

NUMBER OF CASES AND PERSONS RECEIVING GENERAL RELIEF
FROM SEPTEMBER, 1932, TO DECEMBER, 1938

Month	Number of Cases	Number of Persons ^b	Month	Number of Cases ^b	Number of Persons ^b
<u>1938</u>			<u>1935</u>		
December.....	35,593	106,295	December.....	110,856	376,553
November.....	32,167	95,135	November.....	128,650	460,142
October.....	31,247	90,689	October.....	128,572	463,143
September.....	30,634	89,568	September....	125,926	456,850
August.....	31,379	92,771	August.....	125,150	449,475
July.....	36,496	113,909	July.....	130,639	478,781
June.....	41,414	129,908	June.....	138,423	507,746
May.....	42,651	139,543	May.....	149,000	559,718
April.....	45,514	150,655	April.....	157,323	594,641
March.....	55,664	191,676	March.....	166,856	632,823
February.....	57,943	206,043	February.....	166,906	638,080
January.....	58,437	201,005	January.....	170,205	637,787
<u>1937</u>			<u>1934</u>		
December.....	52,227	181,001	December.....	156,593	585,483
November.....	45,615	153,000	November.....	149,719	558,619
October.....	42,670	140,249	October.....	149,861	561,304
September.....	41,800	135,300	September....	129,665	486,327
August.....	40,925	133,407	August.....	123,672	456,635
July.....	41,430	131,149	July.....	120,327	451,358
June.....	42,319	135,350	June.....	89,846	326,974
May.....	46,393	149,456	May.....	100,432	357,312
April.....	51,584	169,630	April.....	103,671	379,406
March.....	55,199	187,454	March.....	82,879	285,117
February.....	56,478	185,557	February.....	67,282	224,303
January.....	52,540	179,980	January.....	58,545	194,727

1936				
December.....	45,883	152,887	1933	252,728
November.....	42,161	137,277	December.....	255,992
October.....	42,162	137,430	November.....	202,970
September....	14,619	40,581	October.....	189,883
August.....	16,240	43,853	September....	211,499
July.....	17,735	45,843	August.....	224,427
June.....	17,578	46,489	July.....	271,692
May.....	16,469	43,076	June.....	301,755
April.....	28,917	82,345	May.....	333,964
March.....	58,204	185,878	April.....	303,753
February.....	65,145	210,796	March.....	253,583
January.....	65,954	213,391	February.....	224,958
			January.....	
			1932	
			December.....	214,739
			November.....	166,233
			October.....	131,356
			September....	35,656

^aState Social Security Commission, Aiding Needy Persons in Missouri, p. 58.

^b"Unduplicated number of different cases and persons reported as receiving relief. Prior to and following the F.E.R.A. work program conducted during the period April, 1934-December, 1935, the unduplicated total is identical with the number receiving direct relief."

1935,¹ for general relief, the same plan of state administration continued until April, 1936, when both federal and state funds for relief were almost exhausted. After that the state office maintained a limited staff and continue to certify for C.C.C., W.P.A., and distribute commodities. The general relief was left to the counties. About one-fourth of them were unable to do more than co-operate with the State Office in distributing commodities and certifying eligible persons for work programs. The other counties which included the larger urban centers maintained a personnel on a limited basis.² This condition existed until January, 1937, when a state appropriation was made for direct relief. An appropriation for administrative expenses in the counties was not made available until the administration of the General Relief program was assumed by the Social Security Commission in July, 1937.³ This Commission was authorized to give aid in cases of public calamity. The amount of relief to be given was not stipulated. They may provide "funds, sufficient food, clothing, shelter, medicine and other necessary supplies or services compatible with decency and health, taking into consideration the whole number to be relieved and the amount of funds available for such purpose."⁴ The act did not specify a particular category to receive aid as in the case of old age assistance or aid to dependent children. Consequently the general relief case load includes the families not eligible for other types of assistance or those who for some reason have not yet been placed on other assistance or work relief rolls.

The general relief case load has fluctuated from 12,470 in September, 1932, to a peak of 170,205 in January, 1935, as is indicated in Table 30. It has been noted that adequate funds have not always been available. This would necessarily limit the intake policies. Seasonal tendencies as well as the expansion and retrenchment of other programs have contributed to the

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 60.

²Index of Public Assistance, I, No. 5 (May, 1938), 4.

³Ibid., pp. 4, 5.

⁴Missouri Laws, 1937, sec. 18, p. 476.

fluctuation.

It can be seen that the present general relief program has developed from an emergency program designed primarily for the unemployed. There has been a tendency, at least until very recently to think of this program as an emergency. Individual needs have not been met as adequately during 1938 as in the Old Age Assistance and Aid to Dependent Children programs, which is indicated by comparing the average grant per case shown in Table 31 with average grants for Old Age Assistance and Aid to Dependent Children shown in Tables 27 and 29 respectively.

TABLE 31*

AVERAGE GENERAL RELIEF GRANT PER CASE
DURING YEARS 1937-1938

Month	Grant 1937	Grant 1938
January.....	\$ 8.47	\$ 9.01
February.....	10.48	9.47
March.....	10.66	9.20
April.....	10.71	9.93
May.....	9.61	9.25
June.....	10.10	8.67
July.....	9.91	9.26
August.....	10.35	9.99
September.....	10.53	10.37
October.....	9.89	10.81
November.....	9.78	11.87
December.....	9.48	13.78

*State Social Security Commission, First Biennial Report, 1937-38, p. 21.

Although there has been a tendency to think of the state general relief program as an emergency program, a study of 3,091 cases or approximately one-tenth of the relief load in October, 1938, selected at random,¹ indicated that a large number of the General Relief cases were cases of persons unable to work who would require aid over a long period of time. Age and illness appeared to be very important factors. Forty-nine and six-tenths

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 62.

per cent of all the persons in the study were under sixteen or over sixty-four years of age.¹ A large proportion of the heads of the relief household were in the upper age group, 57.6 per cent of the heads were fifty years of age or older. It is likely that the Old Age Assistance program will absorb most of the people over sixty-five after January, 1940, as there was a very small percentage seventy or older on general relief. It is also possible that the Aid to Dependent Children program will care for a number under sixteen when they complete investigations of all applications. As to health, 35.7 per cent had experienced some disabling illness or accident within the previous twelve months; 23 per cent had chronic illnesses² and 30.5 per cent of cases had been opened because of illness or accident. It is also of interest to find that approximately two-thirds had received relief for seven months or more since the case was last opened and that 29.6 per cent had been opened for more than two years and 12.9 per cent opened for more than four years.³ The study also indicated that 58.8 per cent sixteen years of age or over had not completed the eighth grade;⁴ that 53.9 per cent were women;⁵ that 58.7 per cent of the cases lived in urban centers with a population of 2,500 or more⁶ and that 57.1 per cent of heads of households were born in Missouri, 39.6 per cent in other states, and 3.3 per cent were foreign-born.⁷ The case or household averaged 3.1 persons.⁸

In addition to the general emergency relief program, the state made provision to take advantage of the other assistance and work programs sponsored by the federal government during the depression period. The first of these was the Civilian Conservation Corps. This program was primarily designed to provide work for unmarried boys between the ages of eighteen and twenty-five, later changed to seventeen and twenty-three, who were unemployed citizens of the United States and had needy relatives to whom they were willing to assign \$20.00 or \$25.00 per month which was a part of their monthly earnings. The Missouri Relief and Recon-

¹Ibid., p. 63.

²Ibid., p. 65.

³Ibid., p. 66.

⁴Ibid., p. 64.

⁵Ibid., p. 63.

⁶Ibid., p. 62.

⁷Ibid., p. 65.

⁸Index of Public Assistance in Missouri, II, No. 1 (January, 1939), 5.

struction Commission was authorized to certify the eligible applicants for C.C.C.¹ They held this responsibility until July, 1937, when their duties were taken over by the Social Security Commission. During the years 1937 and 1938, Missouri averaged around 11,000 C.C.C. enrollees a month.²

Arrangements were made for participation in the program of the Federal Surplus Relief Corporation shortly after it was established in October, 1933. It was later known as the Federal Surplus Commodity Corporation and it was organized to distribute to needy individuals the surpluses of agricultural products obtained through the Agricultural Adjustment program. The Missouri Relief and Reconstruction Commission assumed the responsibility of co-operating with the National Agency and distributing the products to the needy in the State. A department with the duties of storing, distributing and accounting for the surplus commodities was established. It also distributed clothing to the needy which was made by the women in work relief projects.³ These commodities were used to supplement budgets in needy families⁴ and the retail value of the products from the beginning of the program through the year 1938 rates fourth in the seven programs noted in Table 32. The distribution of and certification for the surplus commodities were also assumed by Social Security Commission in July, 1937.⁵

The second work program developed was Civil Works Administration. This program was designed to provide work for employable unemployed people and lessen the direct relief needs by employing a large group on the relief rolls. The Relief Director of Missouri Relief and Reconstruction Commission was appointed State Civil Works Administrator and by November 17, 1933, work was

¹State Social Security Commission, Aiding Needy Persons in Missouri, pp. 9, 10.

²State Social Security Commission, First Biennial Report, 1937-38, p. 25.

³Index of Public Assistance, I, No. 3 (March, 1938), 3, 4.

⁴State Social Security Commission, Aiding Needy Persons in Missouri, p. 11.

⁵State Social Security Commission, First Biennial Report, 1937-38, pp. 28, 29.

TABLE 32*

SUM OF MONEY INCURRED FOR PUBLIC RELIEF IN MISSOURI
FROM SEPTEMBER, 1932, TO DECEMBER, 1938

Year	General Relief	Transient Relief	Retailed Value of Commodities Disbursed	Earnings of
				W.P.A.
1932	\$ 1,658,806.69	\$.....	\$.....	\$.....
1933	10,327,026.74	112,789.98	.....	.....
1934	19,451,352.77	952,279.08	2,824,488.29	.....
1935	27,812,439.30	1,455,332.82	4,825,173.21	3,908,789.00
1936	4,726,473.73	115,140.24	3,372,365.76	38,559,660.00
1937	5,678,970.17	18,658.94	3,370,844.84	30,355,447.00
1938	4,971,416.13	842.47	3,232,118.44	48,851,199.00
Total	\$74,626,485.53	\$2,655,043.53	\$17,624,990.54	\$121,675,095.00

*This table does not include blind pensions, earnings of persons in C.C.C. or on other work projects under federal agencies other than W.P.A. and student aid under N.Y.A., emergency education, student aid and rural rehabilitation under F.E.R.A., emergency subsistence grants of Rural Rehabilitation, Division of Farm Security Administration and Resettlement Administration materials used on work projects and administrative expenses. See Index of Public Assistance, I, No. 11, 12, p. 52.

TABLE 32--Continued

Certified Persons	Assistance Payment		Total
	N.Y.A.	O.A.A. A.D.C.	
\$.....	\$.....	\$.....	\$ 1,658,806.69
.....	.....	.....	14,249,068.31
.....	.....	.....	37,686,469.64
.....	396,697.00	.....	38,398,431.33
696,744.00	4,128,024.50	.....	51,598,408.23
743,565.00	8,846,134.50	.....	49,013,620.45
1,055,699.00	14,550,525.50	1,473,849.50	74,135,650.04
\$2,496,008.00	\$27,921,381.50	\$1,473,849.50	\$266,740,454.69

begun. By the middle of December there were 89,500 men and 6,000 women employed. In January a peak of 104,173 workers was reached.¹ The large number on C.W.A. accounts for the fluctuation of the case load of the general relief administration in the winter of 1933-34, as is indicated in Table 30. When the program was terminated the last of March, 1934, the unfinished C.W.A. projects were financed through F.E.R.A. Because of drought in Missouri these projects along with others were extended for several months in order to provide work for the people with budgetary deficiencies. In most cases they were permitted to work only enough to cover their budgetary needs.²

Transient centers and camps were opened throughout the state in the spring of 1934 by the Missouri Relief and Reconstruction Commission as a part of the Transient Relief program under F.E.R.A. This program was designed to provide care for needy non-residents. The program was discontinued in December of 1935.³ Transient relief has been given by the state since 1933 as is evident by Table 32. It will be noted, however, that the amount given was much larger during 1934 and 1935 than the other years. It is possible that the need for transient aid was not as great in some years as others but the reduction of aid, as shown in Table 32, would more likely indicate that the state is more reluctant to provide adequate care for transient when forced to do so with state funds.

The most important work program in so far as the number employed and the wages received began in Missouri in September, 1935 when 228 persons received employment through the Works Progress Administration. The number had increased to 97,939 by November, 1936,⁴ and to 109,420 by August, 1938.⁵ The total earnings of persons employed by W.P.A. during the first three years and four months exceeded the other relief programs noted in Table 32

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 10.

²Ibid., p. 11.

³Ibid., p. 10.

⁴Index of Public Assistance, I, No. 3 (March, 1938), 9.

⁵State Social Security Commission, First Biennial Report, 1937-38, p. 25.

by \$47,000,000. This program was designed to furnish work to employable people who were in need and unable to obtain private employment. The Missouri Relief Commission was made the certifying agency when the program was initiated¹ and continued to certify until July, 1937, when the Social Security Commission assumed the responsibility.² They have been unable to certify for W.P.A. since August, 1938, when their staff was reduced. However, they still co-operate with the W.P.A. in referring people that are eligible for employment and with the distribution of clothing purchased by W.P.A. or made by employees on the sewing project, to Public Assistance clients.³

Missouri has also co-operated in the second work program developed for junior workers, that of the National Youth Administration. This program was planned to provide part-time employment for students to enable them to continue their education, and for young people from needy families. The employment for the latter group was to serve as work experience as well as provide additional income.

F.E.R.A. funds were used to aid college students and the N.Y.A. student aid program expanded this program by providing funds for high school as well as college students. Non-profit, tax exempt educational institutions were allotted funds on the basis of their regular enrollments. The school officials were responsible in the selection of students but were required to select on the basis of need. The employment was to be provided by the school.⁴ During the fiscal year beginning July 1, 1936, and ending June 30, 1937, sixty universities and colleges and approximately 1,000 high schools in the state participated in the program. Work was provided for 9,600 high school students and 4,480 college students.⁵

¹State Social Security Commission, Aiding Needy Persons in Missouri, p. 12.

²State Social Security Commission, First Biennial Report, 1937-38, p. 7.

³Ibid., pp. 29, 30.

⁴Index of Public Assistance, I, No. 4 (April, 1938), 7, 8.

⁵Secretary of State, Official Manual of State of Missouri, 1937-38, p. 818.

The N.Y.A. work program started in February, 1936. The certifying for the program has been under the same Commission as the certification for the W.P.A. At first young people were certified from sixteen to twenty-five years of age but later the minimum age was changed to eighteen. They do not work as many hours a month as the W.P.A. workers and received only about one-third of the W.P.A. wage.¹ During the fiscal year July 1, 1936, to June 30, 1937, 6,300 persons were provided employment on N.Y.A. projects.²

The N.Y.A. Administration has also sponsored some camps for educational and particularly vocational training for young people and a junior placement service in co-operation with the Missouri State Employment Service.³

Another agency developed during the depression period that should be mentioned, although the direct relief granted by it has been small compared to other relief programs, is the Rural Resettlement Administration. It assumes more importance as a preventive agency in the relief picture. Its primary purpose has been to make loans available to farmers so they could remain independent or become self-supporting. It has, however, given some assistance grants to farmers. It was organized in 1935 and developed from the Rural Rehabilitation program sponsored by the F.E.R.A. It is now known as the Farm Security Administration.⁴

It can be noted from the previous discussion that at present, exclusive of the Farm Security Administration and Surplus Commodities, Missouri has seven assistance programs where the federal, state, or federal and state governments together participate financially. These include three work assistance programs, three categorical assistance programs and one general assistance program.⁵ In December, 1938, the rolls of the four

¹State Social Security Commission, Aiding Needy Persons in Missouri, pp. 12, 13.

²Secretary of State, Official Manual of State of Missouri, 1937-38, p. 818.

³Index of Public Assistance, I, No. 4 (April, 1938), 9.

⁴State Social Security Commission, Aiding Needy Persons in Missouri, p. 11.

⁵Work programs include Work Progress Administration,

direct assistance programs included 203,688 individuals¹ and the total monthly assistance approximated \$2,198,880.16.² It would appear that as many and probably more individuals were aided through the work programs. During the fiscal year beginning July 1, 1936, the N.Y.A. aided 20,380³ and during 1937 and 1938 the C.C.C. average 11,000 per month. In addition, 109,420 were reported on W.P.A. rolls in August, 1938. This number includes individuals and many of these had families dependent on them. Table 32 indicates that large sums have and are being spent for the various assistance programs.

National Youth Administration and Civilian Conservation Corps. The other four programs include assistance to the blind, aged, children, and people in need who are not eligible for other programs.

¹This includes 3,869 blind, 74,434 aged, 19,090 children and 106,295 individuals in families on general relief.

²Computed from average grant of \$25.00 per month for blind, 18.48 for aged, 12.37 for each child and 13.78 per case for General Relief. General Relief included 35,593 families.

³This includes educational aid given to 9,600 high school students and 4,480 college students and the 6,300 individuals on work projects.

CHAPTER VII

SUMMARY AND CONCLUSIONS

The history and administration of the poor law in Missouri over a period of one hundred and thirty-three years indicates that the term categories as applied to the administration of relief at the present time is new only in the terminology of social workers. The idea of designating groups of people likely to be dependent and making legal provision for the care of all or some of the groups is found in the early territorial laws.

It is recognized today that dependency is the result of four factors: the age, physical and mental capacity of the individual and the community's inability to furnish employment for all of its inhabitants able to work. The age factor affects children and older adults while physical and mental factors include the physically ill and handicapped and the mentally ill and handicapped. In an effort to meet the needs of these dependent groups, Missouri has developed special programs to care for the aged, for children, for the unemployed, for insane, for feeble-minded, for epileptics, for the blind and for patients suffering from various diseases. The programs of 1940 differ from the early programs in the provisions concerning the type of assistance given and in the unit of government financing the assistance. The dependent categories were, however, recognized in the territorial laws and it seems wise here to review these categories noting the type and financing of the first provisions and changes that have been made throughout the years.

Children were recognized as in need of special attention by the Act of 1807 and the Act of 1815 recognized in its definition, the aged, the physically handicapped by the terms lame and blind, and the general term infirmity could be interpreted to mean physically ill or mentally incapacitated. However, two years later the poor insane were specifically mentioned in relationship to guardianship and in the same year the community recognized unemployment by passing a vagrancy act.

The care for dependent children has developed from the practice of placing children in a home to be taught the fundamentals, reading, writing, arithmetic and a trade, when the state was sparsely settled and free schools were not always available, to the idea of keeping children in their own homes or with relatives when dependency is the only problem. When there are other problems, placement of the children may be made in a receiving home with plans for them to be later cared for in foster homes designed as substitutes for their own home. Efforts to carry out the later idea is illustrated by the present Aid to Dependent Children program, State Receiving Home and Placement program. The financing and administration for the care of dependent children were left entirely to the local units of government until 1913 when the state, at least by an Act recognized some obligations and eight years later authorized a state institution for the temporary care of dependent children. The actual contribution on the part of the state for dependent children compared with the needs was small until 1937 when the state and federal government united to assume responsibility for administration and financing for the care of dependent children in their own home or in the homes of relatives.

The aged like the children were early recognized as in need of special assistance and the local units of government were responsible for all administration and financing until 1897 when state institutional care was provided for older war veterans. The local governments, however, continued to be responsible for the care of the majority of the dependent aged until 1935. At that time the state with the aid of federal funds assumed administrative responsibility and assistance for the care of a large number of dependent adults seventy years of age or older and on January 1, 1940, assumed care for adults sixty-five years of age or older. The local communities cared for the aged by providing institutional care in almshouses or by providing outdoor relief in the form of a money grant. The grant was much smaller and more inadequate in caring for the needs than the grant given in old age assistance at the present time.

The state assumed partial responsibility for the education of deaf and blind children before the middle of the nineteenth century and later financed state schools for such purposes.

Medical or maintenance assistance for the physically ill or handicapped, however, was left to local responsibility until the twentieth century. Within the last four decades the state has cooperated with the local communities in providing institutional care for the tubercular in 1905, pensions for the blind in 1921, medical care for indigent crippled children in 1927, and has recently built a hospital to care for indigent cancer patients.

Although the state left the responsibility of the assistance programs for dependent children, the needy aged and the physically ill and handicapped to local responsibility during the entire nineteenth century, it did assume partial responsibility for the mentally ill and handicapped by providing institutional care. The four state hospitals and the Missouri State School for the Feebleminded were all authorized before 1900, the first hospital being authorized in 1847. Further state aid for the insane was made available in 1931 when local hospitals caring for indigent insane patients could receive grants-in-aid.

Until the recent depression period, the unemployed were the most neglected group. They were considered in the territorial acts as vagrants, and the treatment prescribed was harsh. They were considered responsible for being unemployed and until very recently the general public thought of the unemployed as individuals who could get work but didn't want it, rather than individuals who were willing to work but found it impossible to find work. Over a span of one hundred and sixteen years, the change in attitude can be noted by the responsibility the community has assumed in helping the unemployed individuals. In 1817, they were to be sold to the highest bidder for service over a period of months or in case of no bids to be whipped, while in 1933 the state appropriated money to take care of individuals who were in need and unable to find work.

Although Missouri territorial laws were harsh in their treatment of the unemployed and the administration of other laws relating to the poor indicate inadequate relief and lack of proper care for the sick, the early laws followed the traditional methods of local responsibility, legal settlement, apprenticing of children, forcing the vagrants to work and the early establishment of local institutions known as almshouses for the care of dependents. The trend of development has also followed the

pattern of older states, taking special groups from under the old poor law methods and providing special types of care, financed at first by county or by state and county, and later by state and federal governments. The programs have developed from 1817 when the local government was responsible for all groups to the assistance and institutional programs of 1940 financed largely by state and federal funds.

Along with financing, administration has changed from local to state and there has been since 1872, when the first state advisory board for charities and corrections was created, a tendency toward centralization. Although this board was not in existence very long, it was followed by other attempts such as the State Board of Charities and Corrections in 1897 as an advisory board, later adding some supervising and administrative functions, combining of institutional boards in 1921 and the administrative commissions and boards of later programs.

Although Missouri has in general followed traditional patterns it has led in some movements and its laws and judicial interpretations have been somewhat more liberal than its administration would indicate. Particularly notable in the early poor law is its liberality in the aid of non-residents, stating that the county court should at all times use its discretion and grant relief to all persons without regard to residence. The early laws were also more liberal in regard to family responsibility than most states. Family responsibility was not mentioned in the poor law until 1866 and then included only persons responsible for support in Acts concerning domestic relations, that of husband, wife, and minor children. Although some of the later assistance programs included family responsibility, it appears that the courts have been more liberal in their interpretation of the recent Old Age Assistance program regarding family responsibility than the State Social Security Commission or the Federal Social Security Board. It seems rather ironical but it appears that the legislators were encouraged to include the principle of family responsibility in the Old Age Assistance Act of 1939 by members of the State Commission and Federal Board although they are presumably interested in more adequate relief and raising the standards of living of the lower economic group.¹ The laws have been

¹See discussion in chap. vi on Moore v. State Social

liberal in the admission requirements for free patients at the state institutions. The law specifically mentions that the insane may possess some property and in the state institutional program and in some of the assistance programs it is generally understood that a person can have some income and property and that they do not necessarily have to be a pauper in the legal or social sense to be eligible for aid.

Missouri was the first state to pass a Mother's Pension law, was a leader in some of the laws relating to rural work such as the provision for the appointment of public welfare superintendents, and is one of the few states that has authorized an institution for the treatment of indigent cancer patients.

Another interesting legal aspect relating to the public welfare laws has been the terminology. The changes noted in the names of institutions and the use of the terms Social and Public Welfare indicates a willingness on the part of the law makers to recognize at least in name the modern concepts of public welfare.

The judicial decisions have been liberal in their interpretation, as has been noted, in regard to aid to non-residents, appropriation for unemployed and the Old Age Assistance program.

A study of the various acts relating to the poor indicate that Missouri has followed the pattern of adding to but slow in repealing former acts. Although children were taken care of under the general poor law and private agencies, supplemented by subsidies for many years prior to 1917, the apprenticeship law remained as a statute until that time. The act providing for a Superintendent of Public Welfare is still enforced although it is quite evident that the state administered programs have tended to lessen the number until there are few at this time.

The newer acts have generally supplemented the older provisions. This is illustrated in the case of the general poor law and almshouses. Newer programs have removed certain groups from

Security Commission, 233 Missouri App. 536 (1938), and Price v. Social Security Commission, 232 Missouri App. 721 (1938). See State Social Security Commission, First Biennial Report, 1937-38, p. 20; Missouri Association of Social Welfare, Building a Better State, Vol. III, No. 9 (October, 1938); American Association of Social Workers, The Compass, December, 1938, p. 4; and Social Service Review (University of Chicago Press), XIII, No. 1 (March, 1939), 105 ff.

the almshouses such as a number of the insane, feebleminded, blind and aged, and yet the majority of counties continue to finance a county farm for a small number not included in these programs. Although the state has made appropriations for general relief during the last few years, the county court continues to have their poor fund to take care of medical needs as well as other things not met by the new programs.

It is reasonable to conclude that with additional programs and with state and federal financing, the cost of relief has mounted. Table 33 indicates that the counties expended \$834,483.23 in the year 1897 for the care of the indigent. In addition to this, the counties had investments in almshouses, one hospital¹ and the state was maintaining five institutions which included three hospitals for the insane and educational institutions for the blind and deaf.

It has been noted in Table 32 that \$266,740,454.69 was expended in assistance programs during the period of seven years (1932-1938 inclusive) or an annual average of \$38,105,779.24. This amount did not include some of the programs such as C.C.C., Farm Security and Blind pensions. On December 31, 1938, there were 3,869 persons listed on the blind pension roll. Each blind pensioner is supposed to receive \$300.00 per year and if the number of December 31, 1938, is taken as an average, the amount spent in one year for blind pensions totals \$1,160,700.00. These assistance programs are supplemented by the counties which maintain about 100 almshouses, five hospitals, and give an unknown sum in the form of outdoor relief.

In addition to this the state has more than doubled the number of institutions since 1897, maintaining eleven in 1938 and twelve in 1940. Building programs have also made it possible to enlarge the population in the older institution. In 1897, the counties were contributing \$429,043.86 for county patients in the five institutions.² During the years 1937 and 1938, the State Treasurer collected \$1,654,842.33 or an annual average of

¹The Hospital for the Insane, St. Louis City.

²See Table 33.

TABLE 33*

AMOUNTS SPENT ON PUBLIC CHARITIES BY EACH COUNTY IN MISSOURI
FOR THE YEAR 1897

County	Support of Insane	Support of Deaf	Support of Blind	Support of Paupers in Almshouses	All Other Amounts Spent for Care of Poor
Adair.....	\$ 1,763.85	\$ 2.85	\$.....	\$ 497.44	\$ 631.35
Andrew.....	1,800.00	50.00	.....	1,500.00	1,500.00
Atchison.....	2,500.00	40.00	.....	.....	150.00
Audrain.....	1,826.40	98.00	.....	1,672.11	611.00
Barry.....	1,127.95	24.00	.....	766.69	636.00
Barton.....	2,295.27	.....	.....	561.00	1,127.63
Bates.....	4,063.95	8.30	.....	1,155.54	580.44
Benton.....	2,370.00	.....	30.00	.....	1,500.00
Bollinger.....	1,282.88	.....	.....	630.63	935.78
Boone.....	4,467.60	60.12	18.90	2,083.03	494.87
Buchanan.....	19,057.75	25.00	25.00	8,502.95	13,743.47
Butler.....	1,598.12	13.95	.....	1,615.26	204.06
Caldwell.....	1,975.55	14.30	.....	992.95	112.35
Callaway.....	3,318.25	133.05	10.00	1,607.83	231.61
Camden.....	645.30	.....	.....	291.72	.....
Cape Girardeau.....	1,192.80	.....	.....	1,914.54	1,530.90
Carroll.....	3,529.85	.....	.....	1,771.85	3,444.29
Carter.....	550.00	.....	.....	.....	300.00
Cass.....	3,095.03	.....	.....	1,447.52	1,212.45
Cedar.....	1,554.89	.....	.....	616.12	405.15
Chariton.....	2,443.90	24.95	.....	2,047.87	307.50
Christian.....	630.50	.....	.....	578.45	315.60
Clark.....	3,000.00	.....	.....	1,500.00	.....
Clay.....	2,673.95	94.05	82.95	1,809.35	1,369.97
Clinton.....	3,000.00	120.00	.....	410.00	1,050.00
Cole.....	2,645.97	.....	.....	1,015.60	999.05

Cooper.....	3,913.89	38.40	10.00	1,426.06	1,394.05
Crawford.....	746.00	.....	.....	780.00	506.45
Dade.....	2,034.36	25.35	.....	883.68	111.30
Dallas.....	711.06	.....	.....	394.40	176.15
Davies.....	3,104.10	35.40	.....	765.96	1,020.40
DeKalb.....	3,000.00	30.00	.....	1,000.00	600.00
Dent.....	737.00	.....	.....	.....	1,827.40
Douglas.....	741.50	.....	.....	629.91	.....
Dunklin.....	3,600.00	128.00	60.00	1,200.00	800.00
Franklin.....	2,977.95	.....	.....	1,132.42	1,883.50
Gasconade.....	1,797.44	.....	.....	.....	1,285.10
Gentry.....	.....	.....	.....	.....	.....
Greene.....	625.75	86.35	46.05	4,696.79	1,085.60
Grundy.....	1,816.40	.....	.....	978.50	1,547.51
Harrison.....	2,905.00	.....	.....	1,537.25	1,320.20
Henry.....	1,754.50	.....	.....	3,336.62	829.30
Hickory.....	833.30	.....	.....	.....	278.12
Holt.....	2,023.40	25.00	79.90	1,280.80	.....
Howard.....	2,004.70	33.85	45.00	916.29	349.75
Howell.....	1,395.11	.....	.....	2,084.45	.....
Iron.....	1,466.00	63.55	.....	1,195.75	.....
Jackson.....	7,729.05	172.30	59.60	15,891.49	3,533.34
Jasper.....	6,910.39	216.80	22.65	2,500.00	1,648.69

*State Board of Charities and Corrections, First Biennial Report, 1899, pp. 37, 38, 39.
The year 1897 is not given in the Biennial Report but in State Conference of Charities and Corrections, Fifteenth Annual Proceedings, p. 15, mention is made of the fact that the State Board of Charities and Corrections made the first attempt in 1897 to determine the extent of outdoor relief and that the estimate for the year was \$179,964.46.

Although the statistics for Table 33 were copied from the State Board of Charities and Corrections Report, exact accuracy cannot be claimed as the sum for county expenditures listed for the insane equals \$424,367.77 instead of \$424,377.77 as given in the report and the sum for the column on all other amounts spent equals \$179,904.46 instead of \$179,964.46. This makes the grand total \$834,413.23.

TABLE 33--Continued

County	Support of Insane	Support of Deaf	Support of Blind	Support of Paupers in Almshouses	All Other Amounts Spent for Care of Poor
Jefferson.....	\$ 2,231.50	\$ 37.00	\$ 13.35	\$ 1,014.34	\$ 1,787.41
Johnson.....	2,736.74	146.75	25.75	2,441.41	1,229.00
Knox.....	2,400.00	.....	.....	1,400.00	800.00
Laclede.....	1,057.80	52.60	.....	368.33	326.80
Lafayette.....	4,880.40	45.35	.....	2,054.16	2,035.57
Lawrence.....	3,183.10	120.75	90.36	1,366.13	963.36
Lewis.....	1,781.05	.....	.....	1,411.34	1,063.70
Lincoln.....	.....	.....	.....	.....	.....
Linn.....	3,012.55	42.77	.....	716.55	1,772.94
Livingston.....	3,750.00	.....	.....	1,649.75	2,116.35
McDonald.....	840.44	.....	.....	.....	518.80
Macon.....	1,137.85	67.15	20.00	1,996.17	200.00
Madison.....	539.10	.....	.....	.....	737.50
Marion.....	1,052.75	.....	.....	385.75	124.00
Maries.....	4,759.50	.....	.....	1,200.00	1,002.10
Mercer.....	1,808.06	.....	30.00	1,018.72	955.69
Miller.....	1,421.50	.....	.....	1,139.55	.....
Mississippi.....	392.82	.....	.....	347.18	55.00
Moniteau.....	1,019.00	36.00	10.00	1,156.00	1,200.00
Monroe.....	2,072.55	.....	.....	2,697.52	423.80
Montgomery.....	1,806.70	25.00	.....	1,200.00	500.00
Morgan.....	735.45	.....	.....	850.52	503.86
New Madrid.....	125.00	.....	.....	830.55	387.20
Newton.....	2,386.12	.....	.....	1,939.13	618.34
Nodaway.....	7,000.00	75.00	60.00	3,000.00	3,000.00
Oregon.....	1,305.60	.....	.....	592.90	.....
Osage.....	1,693.50	30.00	10.00	1,075.23	1,456.83
Ozark.....	.....	.....	.....	.....	296.25
Pemiscot.....	225.00	.....	.....	769.32	96.00
Perry.....	1,411.35	23.95	.....	1,039.13	1,295.95
Pettis.....	4,222.75	.....	.....	3,099.60	.....

Phelps.....	3,349.61	104.00	.....	724.34	467.15
Pike.....	3,590.75-	.....	.....	3,092.98	.....
Platte.....	2,689.28	.....	.....	2,297.98	.....
Polk.....	390.00	.....	35.00	1,200.00	160.00
Putaski.....	1,623.26	31.00	.....	410.13	370.00
Putnam.....	1,807.86	51.56	.....	2,095.39	798.20
Ralls.....	2,164.35	29.60	.....	16.00	1,221.43
Randolph.....	1,858.95	65.40	.....	2,724.32	.....
Ray.....	2,230.60	107.09	.....	1,657.55	926.00
Reynolds.....	.....	.....	.....	250.00	20.00
Ripley.....	1,178.40	.....	.....	267.65	81.55
St. Clair.....	2,896.66	22.80	.....	523.60	267.36
St. Charles.....	140.06	.....	.....	4,253.15	2,623.05
St. Francois.....	1,170.30	.....	.....	1,827.90	184.00
St. Genevieve.....	2,278.85	.....	.....	1,964.87	310.30
St. Louis.....	4,955.32	67.80	.....	2,056.68	3,087.00
Saline.....	3,827.51	30.00	.....	8,376.46	.....
Schuyler.....	1,471.65	32.15	.....	61.48	134.30
Scotland.....	1,065.75	15.45	.....	447.50	324.20
Scott.....	1,204.00	86.64	.....	668.83	1,179.38
Shannon.....	162.00	.....	.....	.....	303.15
Shelby.....	3,242.03	.....	.....	1,056.21	932.42
Stoddard.....	.....	.....	.....	.....	.....
Stone.....	.....	.....	.....	800.00	65.00
Sullivan.....	1,800.00	.....	100.00	2,500.00	451.15
Taney.....	462.00	.....	.....	248.00	20.00
Texas.....	1,652.73	13.20	.....	1,344.10	74.90
Vernon.....	5,665.00	.....	.....	1,800.00	1,058.00
Warren.....	1,400.00	.....	.....	1,000.00	375.00
Washington.....	1,817.40	24.90	.....	853.50	113.15
Wayne.....	1,275.00	46.30	.....	833.80	.....
Webster.....	745.00	.....	20.00	1,600.00	120.00
Worth.....	905.87	.....	.....	377.46	358.50
Wright.....	.....	767.80	.....	507.00	.....
City of St. Louis.....	177,426.74	.....	.....	63,162.93	84,837.49
Total.....	\$424,377.77	\$3,761.58	\$904.51	\$225,474.91	\$179,964.46
Grand total.....	\$834,483.23				

\$827,421.17 1/2¹ from the counties, for the six institutions directed by the Board of Managers of the State Eleemosynary Institutions.²

The total expenditures for the care of the poor for 1897 and for 1938 are not known but available figures indicate that the counties spent more in 1938 than 1897, that the state supported larger and over twice as many institutions and that the State and Federal funds for assistance programs exceeded \$74,000,000.00.³

Exact population statistics are not available for 1897 and 1938 but comparing the population of 1890, 2,679,185, to that of 1930, 3,629,367, it can readily be seen that the increase in population during that period is not in proportion to the increase in relief expenditures. However, the most important consideration is not the amount of money expended if the counties, state and federal governments have the money to expend, but what are the values received from such expenditures? Did the poor people receive better care in 1938 than in 1897? Did they receive adequate care in 1938? Was the money in 1938 well spent, that is, were emergencies taken care of and adequate service provided in order to carry out a preventive and rehabilitation program? Are the relationships between the local, state, and federal authorities, and between the several public agencies, such that the public receives the maximum benefits from the programs? Do the public and private agencies duplicate the efforts of the other, either in relief or service? Would it be possible to give better service with money expended if more thought and effort were given to administration and co-operation; for example, would district almshouses serve the almshouse population better with less investment and maintenance costs than county almshouses? If such a plan would save money, could the money saved be expended for county or district hospitals thereby relieving a group not adequately cared for at present? Is it wise for the county court to

¹Board of Managers, State Eleemosynary Institutions, Ninth Biennial Report, 1937-38, p. 13.

²The institutions included are the four hospitals for the care of the insane, Missouri State School and Missouri State Sanatorium.

³See 1938 expenditure in Table 32 and estimate of blind pensions, p. 169.

continue to expend funds for outdoor relief and the state to appropriate for general relief or should the two programs unite, thereby avoiding duplication and giving more adequate relief than either do at present?

It is impossible to answer some of these questions accurately at the present time. The foregoing account indicates that the poor people in Missouri received better care in 1938 than in 1897 or years previous. The state has made an attempt to provide public welfare services that meet the needs of the present economic and social trends. However, the present system is inadequate in many respects, the average grant differs from program to program and is very low in some of the programs where the needs are probably as great as in the better financed programs. There is no just reason why the children in a family on general relief should have less food and clothing than the children in a family receiving Aid to Dependent Children.

There is also lack of adequate case work services as is evidenced by heavy case loads, long waiting lists, periodical closing of cases and county residence requirements which mean that residence instead of ability is dominant in the selection of workers.

The long institutional waiting lists indicate a lack of facilities for caring for all of those in need. It appears that medical facilities for the care of the poor who are ill are not much better than in earlier times except for care of crippled children and insane, tubercular and cancer patients.

There seems to be an undesirable attitude which has developed in more recent years, a feeling of detachment on the part of many citizens. They complain of high taxes, of people receiving relief that do not need it, but they hesitate to try to remedy the situation. They watch the county funds with the same degree of interest as usual but are inclined to take little interest in the administration of the state and federal funds except to devise means of securing what they term their share of such funds. There is a definite need in the administration of the state and federal programs to create a feeling of participation on the part of the local communities. A beginning has been made in the provision for local advisory boards in the Social Security Act.

It has been noted that the trend in the poor law and its administration has been in the past toward more participation in financing on the part of the state and federal governments and toward centralized administration. It would be impossible to state or even to predict from this study what the trends will be in the future. It appears, however, that the counties have about reached their maximum in financial participation and that the state and federal funds will not expand as much in the near future as they have in the last few years. With these facts in mind, it would seem expedient on the part of the leaders in public welfare to spend time in co-operative planning in the public welfare field, in creating desirable public opinion toward public welfare and in promoting social legislation of a preventive nature.

A P P E N D I X E S

APPENDIX I

LIST OF LAWS OF MISSOURI
RELATING TO THE POOR

- 1807 "An act establishing Orphans Courts" July 4, 1807 (Includes provisions for apprenticeship of dependent children). Laws, 1804-24, I, 140 ff.
- 1815 "An act for the relief of the poor" Jan. 2, 1815. Laws, 1804-24, I, 340.
- 1815 "An act to prevent the increase of Vagrants, and other idle and disorderly persons within this territory" Jan. 3, 1815. Laws, 1804-24, I, 343.
- 1817 "An act for the restraint, support and safe keeping of persons of unsound mind." (Provided maintenance for Poor Insane.) Jan. 24. 1817. Laws, 1804-24, I, 507.
- 1824 "An act for the relief of the poor" Dec. 30, 1824. Revised Statutes, 1825, II, 618.
- 1825 "An act concerning apprentices and Servants" Jan. 17, 1825. Revised Statutes, 1825, I, 131.
- 1825 Provision was made for the courts to provide counsel for a poor person indicted for felony. Revised Statutes, 1825, I, 319, sec. 22.
- 1825 The court was required to permit a poor person to sue as "a poor person" and waive fees. Revised Statutes, 1825, I, 226, sec. 2.
- 1827 "An act to provide for the erection of a house for the employment and support of the poor, in the county of St. Louis" Jan. 1, 1827. Laws, 1824-36, II, 121.
- 1831 "An act supplementary to 'an act to provide for the erection of a house for the employment and support of the poor, in the county of St. Louis'" Jan. 12, 1831. Laws, 1824-36, II, 232.
- 1835 "An act for the relief of the poor" Jan. 29, 1835. (Residence raised to 12 months and funeral expenses included.) Revised Statutes, 1835, p. 448.
- 1835 "An act concerning apprentices" Mar. 17, 1835. Revised Statutes, 1835, p. 66.
- 1838 "An act for the relief of sundry persons in Caldwell and Daviess Counties" Dec. 11, 1838. Laws, 1838, p. 314.

- 1843 "An act to authorize the county courts of the several counties in this state to erect poor houses, whenever they shall deem it expedient" Feb. 24, 1843. Laws, 1842, p. 102.
- 1845 "An act concerning free Negroes and Mulattoes" Mar. 26, 1845. (Provides for binding out free Negroes and Mulattoes in need between ages of seven and twenty-one years.) Revised Statutes, 1855, II, 1093.
- 1847 "An act to establish an asylum for the Insane" Feb. 16, 1847. Laws, 1847, p. 60.
- 1847 "An act to provide for the instruction of the deaf, and dumb, and blind" Feb. 16, 1847. (Provision made for the county court to certify needy deaf, dumb and blind persons between the ages of eight and twenty years and for the state to provide sums for educational purposes for such persons.) Laws, 1847, p. 48.
- 1849 "An act to amend 'an act to provide for the instruction of the deaf and dumb and blind'" Mar. 12, 1849. (Ages changed to between ten and thirty, and changes made in amount allowed by the state.) Laws, 1849, p. 48.
- 1851 "An act providing for the education of the Blind" Feb. 27, 1851. ("Appointed a body corporate and politic, under the name and style of 'The Missouri Institute for the Education of the Blind.'" State money was appropriated and the corporation was empowered to establish a school and blind children unable to pay for board and tuition were to be admitted free and given preference in case all applicants could not be taken care of.) Laws, 1851, p. 59.
- 1851 "An act to establish an asylum for the deaf and dumb" Feb. 28, 1851. (Provided for indigent to receive education at the expense of the state in the institution and repealed the 1847 and 1849 acts pertaining to the education for the deaf and dumb.) Laws, 1851, p. 211.
- 1855 "An act to amend 'An act entitled an act providing for the Education of the Blind approved February 27, 1851'" Feb. 24, 1855. (School for Blind was declared a state institution. It still provided for the poor to be educated at expense of the state.) Laws, 1855, p. 8.
- 1855 "An act for the government of the State Lunatic Asylum, and the care of the Insane" Mar. 5, 1855. (Article III of act provides for "Admission of the indigent insane.") Laws, 1855, p. 142.
- 1855 "An act to provide for the support of the poor" Nov. 20, 1855. (Clarified non-residence clause. Now read "The county court shall, at all times, use its discretion, and grant relief to all persons, without regard to residence, who may require its assistance.") Revised Statutes, 1856, II, 1154.

- 1855 "An act for the government and management of the asylum for the education of the Deaf and Dumb" Nov. 17, 1855. (Continued the provision for the indigent to receive education at the expense of the state.) Revised Statutes, 1856, I, 214.
- 1866 Amendment concerning Colored Apprentices which includes provision for binding out Negro and Mulatto children under the age of eighteen years that were emancipated by the ordinance adopted January 11, 1865, who are in "state of want, or abandoned, or improperly exposed, or grossly neglected" by parents or former owners. Revised Statutes, 1866, p. 477.
- 1866 Amendment concerning "The support of the poor" which provides support for poor persons when there are no "persons required by law and able to maintain them." The county courts were also authorized to purchase or lease land for county farms, the maximum being raised to 320 acres. Revised Statutes, 1866, p. 232.
- 1866 Amendment concerning admission of indigent insane to the asylum which provided for counties to pay for their support and maintenance not to exceed \$2.50 per week per patient. Revised Statutes, 1866, p. 308.
- 1872 "An act to establish a Board of Guardians for the supervision of public charitable reformatory and penal institutions and prescribing its duties" Mar. 16, 1872. Laws, Adj. Sess., p. 151.
- 1872 "An act to establish an Insane Asylum in the Northwest or Southwest portion of the State to be called the Northwestern or Southwestern Insane Asylum" Mar. 28, 1872. Laws, p. 160.
- 1874 Amendment to the act "of the education of the blind" Feb. 19, 1874. (The county was made responsible for clothing for poor children attending State School for the Blind.) Laws, 1874, p. 177.
- 1874 "An act to repeal an act entitled 'An act to establish a Board of Guardians for the supervision of public charitable, reformatory, and penal institutions and prescribing its duties'" Mar. 5, 1874. Laws, 1874, p. 172.
- 1875 The City of Carthage was authorized to "provide for the maintenance and support of its own poor, and in consideration thereof the citizens of Carthage" were "exempt from all county tax for the support of the poor" Feb. 27, 1875. Laws, 1875, p. 178.
- 1877 In "an act to incorporate cities of the first class" first class cities were authorized "to provide for the support, maintenance, and confinement of insane persons; and to make suitable provisions for the maintenance and support of poor persons" May 23, 1877. Laws, 1877, p. 57.

- 1879 "An act for the better protection of the county revenue funds of the state" Mar. 19, 1879. (One fund set aside was designated as pauper fund.) Laws, 1879, p. 191.
- 1879 "An act to promote the science of medicine and surgery" Mar. 24, 1879. (Provides for bodies of poor persons to be used in study of science.) Laws, 1879, p. 161.
- 1881 "An act to provide for the medical treatment of insane criminals, and to appropriate money therefor" Mar. 26, 1881. (Governor given authority to transfer insane inmates of penitentiary to the insane asylum and if poor, counties must assume maintenance.) Laws, 1881, p. 123.
- 1885 "An act to amend Chapter 140 of the Revised Statutes of Missouri entitled 'of the support of the poor,' by adding five new sections" Feb. 19, 1885. (Provision made for a system of accounting to be made by superintendents of poor farms.) Laws, 1885, p. 212.
- 1885 "An act to establish an insane asylum in the southwestern portion of the state, to be known as State Lunatic Asylum, Number Three, and to appropriate money therefor" Mar. 19, 1885. Laws, 1885, p. 30.
- 1889 "An act to define the eleemosynary institutions of the state, and to provide for a uniform system of government of the same" May 13, 1889. Laws, 1889, p. 112.
- 1889 "An act to authorize county courts in counties now containing, or that may hereafter contain, 100,000 inhabitants or more, to purchase land, locate, build and maintain an insane asylum; also to prescribe rules for the government thereof, to appoint officers and attendants, and prescribe their duties and fix their compensation" May 16, 1889. (When such an asylum was built all indigent insane in the county were to be taken care of in the county asylum.) Laws, 1889, p. 80.
- 1897 "An act declaring the confederate home at Higginsville, Missouri, to be an eleemosynary institution of the state of Missouri, and providing for the care and maintenance of infirm and dependent ex-confederate soldiers and sailors of Missouri, their wives, widows and orphans. The land and all the appurtenances thereto belonging, together with all personal property, to vest in the state of Missouri, and appropriating money therefor" Mar. 1, 1897. Laws, 1897, p. 26.
- 1897 "An act to provide for the establishment and maintenance of a home for disabled and indigent honorably discharged federal and Mexican soldiers and sailors of Missouri and their aged wives; and for honorably discharged and indigent army nurses who served in the federal army and making an appropriation for the support and maintenance for the years 1897 and 1898" Mar. 1, 1897. Laws, 1897, p. 28.

- 1897 "An act creating a charity board in counties containing cities of more than 50,000 and less than 100,000 inhabitants, and providing for the appointment, regulation and powers thereof" Mar. 15, 1897. Laws, 1897, p. 43.
- 1897 "An act creating a state board of charities and corrections, prescribing its powers and defining its duties, with an emergency clause" Mar. 19, 1897. Laws, 1897, p. 45.
- 1899 "An act to establish an insane asylum in the southeastern portion of the state to be known as state lunatic asylum number 4, and to appropriate money therefor" Apr. 4, 1899. Laws, 1899, p. 236.
- 1899 "An act to establish a feeble-minded and epileptic colony, and making appropriation therefor" May 24, 1899. Laws, 1899, p. 232.
- 1899 Amendment concerning the Missouri school for the deaf and provided that "where suitable clothing and means of defraying necessary traveling expenses are not otherwise supplied" to a pupil of the state school that the county must pay not to exceed \$40 per year. In case the parents are able to pay the county can collect from them. Revised Statutes, 1899, II, 1804, sec. 7736.
- 1901 An act changing the names of the lunatic asylums to State Hospitals for Insane and distinguishing the hospitals by numbers. Mar. 19, 1901. Laws, 1901, p. 45.
- 1903 "An act to authorize the judge of the circuit court of any county to appoint a board of visitors for the inspection of all corrective institutions located in said county." (This included almshouses.) Mar. 23, 1903. Laws, 1903, p. 59.
- 1903 "An act to provide for the establishment and maintenance of a county hospital in counties having 150,000 inhabitants or more" Mar. 24, 1903. Laws, 1903, p. 147.
- 1903 An act changing the names of the state hospitals for the insane to state hospitals, Mar. 24, 1903. Laws, 1903, p. 202.
- 1905 "An act to establish a sanatorium in a suitable locality of the state, to be known as the Missouri State Sanatorium, for the treatment of persons in the early stages of pulmonary tuberculosis, providing for a commission to locate and erect same, and appropriating the sum of \$50,000 thereof" Apr. 15, 1905. Statutes, 1905, p. 292.
- 1907 "An act for the government of the Missouri State Sanatorium for the treatment of incipient pulmonary tuberculosis, with an emergency clause" Mar. 19, 1907. Laws, 1907, p. 306.

- 1907 "An act to repeal an act of the general assembly of the state of Missouri, entitled 'An act to provide for the establishment and maintenance of a county hospital in counties having 150,000 inhabitants, or more.' Approved Mar. 24, 1903, and to enact the following sections in lieu thereof, with an emergency clause" Mar. 19, 1907. (All counties were given the privilege of establishing hospitals.) Laws, 1907, p. 194.
- 1909 "An act to repeal article I and II of Chapter 72, and articles I, II, and IX of Chapter 118 of the Revised Statutes of Missouri for the year 1899, relating to state eleemosynary institutions, and all acts amendatory thereof (except sections 7723, 7724, and 77243) and to enact three new articles, containing 90 sections in lieu thereof, relating to the same subjects and to be designated, respectively, as articles I, II and IX of said Chapter 118" June 4, 1909. (An important change made in this revision was the definition of "insane poor" or "indigent insane." The property qualification was changed.) Laws, 1909, p. 572.
- 1909 "An act to amend Chapter 72 of the Revised Statutes of Missouri, 1899, relating to and entitled 'Asylums' by adding a new section thereto, to be known as section 4874a, providing that inmates of private charitable institutions becoming insane may be admitted to the asylum after a hearing and judgment by the county court of the county in which said charitable institution is located; providing that notice of such proceeding be given to the county court of the county of which said insane person was a resident prior to his admission to said charitable institution, and providing that the expenses connected with sending and keeping said insane person to and at said asylum shall be paid by the county of which he was a resident next prior to his admission to said charitable institution" June 14, 1909. Laws, 1909, p. 122.
- 1911 "An act to provide for the creation of public tuberculosis hospitals districts; to authorize the appointment of boards of commissioners of such districts; to prescribe the powers of such boards, authorizing them to appoint and fix the salaries of the officers and employees empowering them to acquire, improve, maintain, regulate, and control public tuberculosis hospitals and dispensaries, to provide for the issue of bonds on the credit of the district and the levy of a tax on said district for the purpose of establishing, improving, controlling and maintaining public tuberculosis hospitals and dispensaries in the state of Missouri" Mar. 30, 1911. Laws, 1911, p. 127.
- 1911 "An act to provide for the partial support of poor women whose husbands are dead or convicts, when such women are mothers of children under the age of 14 years and reside in counties now or hereafter having not less than 250,000 inhabitants and not more than 500,000 inhabitants, and now or hereafter having or holding a juvenile court, with an emergency clause" Apr. 7, 1911. (This act included only Jackson County.) Laws, 1911, p. 120.

- 1913 "An act to amend article I of Chapter 19 of the Revised Statutes of Missouri for 1909, relating to state boards of charities and corrections, by repealing section 1318 and enacting in lieu thereof a new section to be known as section 1318a; and by enacting five new sections, to be known as section 1317a, section 1317b, section 1317c, section 1317d and section 1317e" Mar. 25, 1913. (Children's Bureau was created as a Bureau of the State Board of Charities and Corrections.) Laws, 1913, p. 130.
- 1913 "An act to repeal sections 1322, 1323, 1324, 1325, 1326, 1327 and 1328 of article 2, of chapter 19 of the Revised Statutes of Missouri, 1909, relating to charity boards in counties containing cities of more than 50,000 and less than 150,000 inhabitants, and to enact new sections in lieu thereof to be known as sections 1322, 1323, 1324, 1325, 1326, 1327, 1328, and 1328a" Mar. 25, 1913. (All counties having a first class city located within their borders were authorized to establish Social Welfare Boards.) Laws, 1913, p. 134.
- 1913 "An act to amend an act of the general assembly, approved April 7, 1911, entitled 'An act to provide for the partial support of poor women, whose husbands are dead or convicts, where such women are mothers of children under the age of fourteen years and reside in counties now or hereafter having not less than 250,000 inhabitants and not more than 500,000 inhabitants, and now or hereafter having or holding a juvenile court, with an emergency clause' by inserting the words 'or whose husbands are in either one of the four state hospitals for the insane or in the Missouri Colony for the feebleminded and epileptic' between the word 'persons' and the word 'when' in the tenth line of the first section of said act" Mar. 25, 1913. Laws, 1913, p. 146.
- 1913 "An act providing that the courses of study prescribed in schools for the blind now organized or which may hereafter be organized under the laws of this state, shall be such as to qualify a student graduating from any such school to admission in any of the higher institutions of learning in this state; providing for the employment of a reader for indigent blind students attending any institution of higher learning in this state and providing the manner in which such reader may be employed and fixing his compensation" Mar. 29, 1913. Laws, 1913, p. 138.
- 1915 "An act creating a commission for the blind and providing for the appointment of the members of such commission, fixing their term of office and defining their duties" Mar. 13, 1915. Laws, 1915, p. 223.
- 1915 "An act providing for the issuance of bonds by any county in the state of Missouri for the purpose of establishing, acquiring and equipping a tuberculosis hospital therein; providing for the payment of said bonds and the interest thereon by an annual tax; creating a board of tuberculosis hospital commissioners in such counties, and prescribing their duties; authorizing said board to appoint and fix the

- 1915 salaries of officers and employees of said hospital, to prescribe the rules for admission of patients to said hospital; providing for the maintenance of charity patients in said tuberculosis hospitals in said counties, and appropriating money out of the state treasury therefor; authorizing the acceptance of gifts or bequests for the prevention and treatment of tuberculosis and for the endowment of said hospitals; and repealing all acts or parts of acts inconsistent with this act" Mar. 22, 1915. Laws, 1915, p. 201.
- 1915 "An act to amend section 1495 of the Revised Statutes of Missouri of 1909, relating to the school for the deaf by striking the word 'forty' out of the twelfth line of said section, and inserting the word 'sixty' in lieu thereof" Mar. 23, 1915. (This act provided that counties could be required to pay a maximum of \$60.00 per year for poor pupils attending the state school for the deaf.) Laws, 1915, p. 208.
- 1917 "An act to enable counties to establish and maintain public hospitals, levy a tax and issue bonds therefor, elect hospital trustees, maintain training schools for nurses and provide suitable means for the care of tuberculosis persons" Apr. 9, 1917. Laws, 1917, p. 145.
- 1917 "An act to repeal article 2 of Chapter 20 of Revised Statutes of Missouri of 1909" Apr. 10, 1917. (Article 2 of Chapter 20 related to "Apprenticeship of Children.") Laws, 1917, p. 195.
- 1917 "An act to provide for the support of needy mothers with dependent children, and of women about to become mothers" Apr. 12, 1917. (This act authorized counties with a population of less than 250,000 to provide mother's pensions.) Laws, 1917, p. 151.
- 1919 "An act to repeal section 1411, Chapter 19, article VII, Revised Statutes of Missouri, 1909, as amended by an act approved March 24, 1911, and enact a new section in lieu thereof, relating to charities and corrections" Apr. 22, 1919. (The maximum rate for county patients in insane hospitals was raised to \$18.00 per month per patient." Laws, 1919, p. 182.
- 1919 "An act to repeal section 1466 of the Revised Statutes of the State of Missouri for the year 1909 and to enact a new section in lieu thereof" May 2, 1919. (The maximum rate of \$7.50 per week for county patients in the state sanatorium was provided for in this act.) Laws, 1919, p. 196.
- 1919 "An act to amend section 1508, article 12, Chapter 19, Revised Statutes of Missouri for the year 1909, relating to the Colony for the feeble-minded and epileptic by adding thereto a proviso reading as follows: Provided that the county in which such state patients as are now inmates of said colony, resided when they were admitted, and the county wherein such state patients hereafter admitted, may reside at the time of such admission, shall be liable for and shall pay into the treasury of said colony the sum of \$5.00 per

month for each of such state patients" May 7, 1919. Laws, 1919, p. 184.

- 1921 "An act defining 'state eleemosynary institutions'; providing for a board of managers therefor, defining the powers and duties of such board; providing for the appointment of a health supervisor, defining his powers and duties; creating the office of steward and defining his duties; fixing the compensation of officers of the several institutions; declaring certain acts to be criminal offenses and repealing conflicting laws, with an emergency clause" Mar. 24, 1921. Laws, 1921, p. 380.
- 1921 "An act to provide pensions for the deserving blind, and the means of determining the identity of the persons entitled to the same; and defining what shall constitute blindness according to this act. Duties of state auditor herein defined and providing for appeal from actions of judge of the probate court; providing for means of payment of same by the state, with an emergency clause" Mar. 29, 1921. Laws, 1921, p. 554.
- 1921 "An act to authorize the county courts of the several counties having a population of less than 50,000 to appoint a superintendent of public welfare and assistants thereto, prescribing the qualifications thereof and fixing the salary of such superintendent, and prescribing the powers and duties of such officers, and repealing conflicting acts and parts of acts" Mar. 31, 1921. Laws, 1921, p. 586.
- 1921 "An act to create social welfare boards in cities of second and third class, at the option of the mayors and common councils thereof, and providing for their government and operation" Mar. 31, 1921. Laws, 1921, p. 657.
- 1921 "An act establishing a state home for neglected, ill-treated and homeless children; providing for the superintendent and employees thereof and their salaries; prescribing rules and regulations for the government of the home and for the admission of children thereto and their discharge therefrom, and placing the same under the supervision of the state board of charities and corrections; creating said board a body corporate for the purposes of this act; appropriating funds for the erection and maintenance of said home and fixing a penalty for interfering with children under the guardianship of said board" Apr. 8, 1921. Laws, 1921, p. 89.
- 1923 "An act to amend section 9490 of the Revised Statutes of Missouri of 1919, relating to the powers of certain county courts relating to public improvements" Mar. 14, 1923. (This act authorized counties of less than 80,000 population to join other such counties in establishing district poor farms.) Laws, 1923, p. 317.
- 1923 "An act providing pensions for the deserving blind; defining who and who are not entitled to pensions; providing methods and procedure for obtaining such pensions; defining

- 1923 duties of state auditor in relation to same; providing for appeals from findings of the commission for the blind; defining duties of the commission for the blind; providing for the levy and disposition of state tax as provided for in Constitution; defining certain acts as misdemeanors; and repealing an act of the 51st general assembly, found on pages 554 to 557, Laws of Missouri, 1921, approved March 29, 1921, entitled 'An act to provide pensions for the deserving blind, and the means of determining the identity of the persons entitled to the same; and defining what shall constitute blindness according to this act. Duties of state auditor herein defined and providing for appeal from actions of judge of the probate court; providing for means of payment of same by the state with an emergency clause' Apr. 2, 1923. Laws, 1923, p. 302.
- 1925 "An act to amend section 12597 of article 25, Chapter III, Revised Statutes of Missouri, 1919, relating to tuberculosis hospitals, and state support of charity patients therein, with an emergency clause" Apr. 9, 1925. (This act provided for a state grant-in-aid of \$12.50 per week for charity patients in county tuberculosis hospitals.) Laws, 1925, p. 131.
- 1925 "An act amending sections 11 and 12 of an act of the 52nd general assembly, Laws of Missouri, 1923, relating to 'providing for funds for payment of pensions to deserving blind persons,' increasing the amount to be levied for blind pension fund" Apr. 30, 1925. Laws, 1925, p. 318.
- 1925 "An act to amend section 12295, Chapter III, of the Revised Statutes of Missouri, 1919, by inserting certain words therein" May 1, 1925. (This act provided for inmates of public charitable institutions as well as private charitable institutions to be sent to state hospitals.) Laws, 1925, p. 135.
- 1925 "An act in relation to the Confederate soldiers' home of Missouri establishing certain grounds thereof, as and for a permanent memorial park to the valor of the Confederate soldiers, providing for an endowment fund from private sources for the maintenance of said park" May 2, 1925. Laws, 1925, p. 136.
- 1925 "An act to amend section 12380 of the Revised Statutes of Missouri, 1919, by striking out of line three of said section the words 'Missouri Colony for feeble-minded and epileptic' and inserting in lieu thereof the words 'Missouri State School'" May 2, 1925. Laws, 1925, p. 134.
- 1925 An amendatory act of the act relating to pensions for the blind defined light perception as "Not more vision than is sufficient only to distinguish light from darkness and recognize the motion (not the form) of the hand of the examiner at a distance not greater than one foot from the eye" May 5, 1925. Laws, 1925, p. 315.

- 1925 An amendatory act of the act relating to pensions for the blind provided that appeals could be made to the circuit court if the applicant was aggrieved on a decision of the commission for the blind concerning property, income, residence or moral qualifications. The decision of the circuit court was to be final. May 5, 1925. Laws, 1925, p. 316.
- 1927 "An act providing for surgical and medical treatment and hospital care of children who are afflicted with any deformation or malady, as a result of such deformation which can probably be remedied, whose parents, or other persons chargeable with their support, are unable to provide such treatment and care, providing for payment of the expenses thereof, and conferring upon the county courts jurisdiction and certain powers in such cases and placing certain duties on the board of directors of the State University and University Hospital" Mar. 24, 1927. Laws, 1927, p. 273.
- 1927 An act repealing sections of former acts relating to "needy mothers and dependent children" and including counties with mandatory provisions for needy mothers in counties with population in excess of 350,000 and less than 700,000. Apr. 6, 1927. (The mandatory provision included only Jackson County.) Laws, 1927, p. 127.
- 1929 A change was made in one section of 1923 act concerning blind pensions. Operations that might restore sight were no longer required of applicants seventy-five years of age or over. June 1, 1929. Laws, 1929, p. 326.
- 1931 "An act to appropriate money for the relief of citizens of the state who are in need of aid by reason of the drought of 1930, with an emergency clause" Feb. 23, 1931. Laws, 1931, p. 205.
- 1931 "An act to provide partial state support for counties or cities maintaining approved hospitals for the insane" May 12, 1931. Laws, 1931, p. 221.
- 1933 "An act repealing sections of a former act relating to the Commission for the Blind, and providing in the new sections that the commission for the blind 'consists of the members of the Board of Managers of the State Eleemosynary Institutions'" Mar. 16, 1933. Laws, 1933, p. 190.
- 1933 "An act to appropriate the sum of \$250,000, or so much thereof as may be ordered by the governor to be used in the manner authorized and directed by the governor, together with funds advanced through the Reconstruction Finance Corporation, or other agency of the government of the United States of America, for the relief of citizens of the State of Missouri who are in need of aid by reason of being reduced to dire distress and want through unprecedented unemployment and ruinously low prices of agricultural commodities; provided the expense of administration of the amount hereby appropriated shall be paid out of an appropriation made for that purpose and shall not exceed the amount in such appropriation authorized, with an emergency clause" Mar. 17, 1933 Laws, 1933, p. 469.

- 1933 An act which abolished the State Board of Charities and Corrections. Apr. 3, 1933. Laws, 1933, p. 400.
- 1933 An act transferring the control of the State Home for Children from the State Board of Charities and Corrections to the State Eleemosynary Board. Apr. 3, 1933. Laws, 1933, p. 189.
- 1934 An act was passed which provided for raising "additional revenue for emergency purposes by imposing a sales tax" Jan. 15, 1934. Laws, Extra Session, 1933-34, p. 155.
- 1934 A second appropriation for emergency relief was approved. Jan. 25, 1934. "This included a sum of \$5,000,000.00.) Laws, Extra Session, 1933-34, p. 14.
- 1935 "An act to amend article 2, Chapter 46, Revised Statutes of Missouri, 1929, relating to State hospitals, by adding a new section thereto, to be known as section 8663-A, providing for the diagnosis and temporary treatment of certain diseases at the State Hospitals" May 2, 1935. Laws, 1935, p. 389.
- 1935 An act was approved reducing the maximum amount to be paid by counties for maintenance of insane poor in state hospitals to \$6.00 per month per patient plus some additional costs such as clothing. June 3, 1935. Laws, 1935, p. 387.
- 1935 The act approved in 1934 providing for a sales tax was repealed and another act approved which provided "for the raising of additional revenue for emergency purposes by imposing a one per cent sales tax" June 5, 1935. Laws, 1935, p. 411.
- 1935 "An act which provided 'for Assistance for Residents of the State over the age of 70 years under certain conditions and requirements'" June 5, 1935. Laws, 1935, p. 308.
- 1935 An act was approved reducing the maximum amount to be paid by counties for maintenance of poor in the Missouri State Sanatorium to \$7.50 per month per patient. June 8, 1935. Laws, 1935, p. 388.
- 1935 Another appropriation for emergency relief was approved June 25, 1935. (This included a sum of \$6,000,000.00.) Laws, 1935, p. 177.
- 1937 An act which created "a State Cancer Commission to establish the State Cancer Hospital for the treatment of cancer and allied diseases" May 27, 1937. (Provision was made for the admission of indigent patients.) Laws, 1937, p. 495.

- 1937 The act approved in 1935 providing for a sales tax was repealed and another act approved which provided "for the raising of additional revenue for emergency purposes by imposing a two per cent sales tax" June 7, 1937. Laws, 1937, p. 552.
- 1937 "An act to repeal section 8685, article 4, Chapter 46, Revised Statutes of Missouri, 1929, relating to 'State Sanatorium and free patients' and to enact a new section in lieu thereof, to be known as section 8686, relating to the same subject" June 17, 1937. (Changed method of application by permitting family physician to make examination instead of examining physicians designated for the purpose.) Laws, 1937, p. 512.
- 1937 "An act to repeal section 8685, article 4, Chapter 46, Revised Statutes of Missouri, 1929, relating to 'State Sanatorium and examining physicians'" June 17, 1937. Laws, 1937, p. 513.
- 1937 "An act to amend Section 8894, article 1, Chapter 51, Revised Statutes of Missouri, 1929, by striking out of lines 15 and 16 of said Section of the words 'approved by the Commission'; and by amending Section 8901 of said article and chapter by inserting in line 4 of said section after the word 'blind' and before the word 'as' the following words: 'on the question if such person's vision or'" June 18, 1937. (This revision gave the blind applicant a right to appeal on vision as well as the other eligibility requirements. It was no longer necessary to have the examining oculist approved by the Commission.) Laws, 1937, p. 404.
- 1937 The act approved in 1935 relating to assistance for residents over seventy years of age and some sections relating to duties of superintendents of public welfare and the State Eleemosynary Boards were repealed and a new act created "a State Agency to administer state plans and laws involving pensions or assistance to indigent persons seventy years of age or over; aid to dependent children; aid or relief in cases of 'public calamity'; child welfare services" June 23, 1937. Laws, 1937, p. 467.
- 1939 The act approved in 1937 providing for a social security commission was amended with six brief acts which changed age requirements from seventy to sixty-five after December 31, 1939, fixed maximum grant for aid to dependent children to \$60 per family, included gifts as resources in estimating income for old age applicants and defined and fixed "the rights of appeal from decision of the state administrator." They were approved Feb. 28, 1939; Mar. 7, 1939; May 22, 1939; July 5, 1939. Laws, 1939, pp. 735 ff.
- 1939 An amendment act relating to admission rules of Federal Soldier's Home. June 6, 1939. Laws, 1939, p. 746.

- 1939 An amendment act which authorized "the use of a portion of the Confederate Soldier's Home for Hospitalization and Care of Crippled Children" July 5, 1939. Laws, 1939, p. 747.
- 1939 The act approved in 1937 providing for a sales tax was amended and re-enacted and still provided for "a two per cent sales tax" July 8, 1939. Laws, 1939, p. 855.

APPENDIX II

LIST OF JUDICIAL DECISIONS CONCERNING THE POOR LAWS OF MISSOURI

Carrier v. Missouri Pacific Railway Company, 175 Missouri 470 (1903).

Chariton County v. Hartman, 190 Missouri 71 (1905).

Cook v. Putnam County, 70 Missouri 668 (1879).

Duval v. Laclede County, 21 Missouri 396 (1855).

English v. Missouri Commission for the Blind, 322 Missouri 677 (1929).

Fitzgerald v. Missouri Commission for the Blind, 329 Missouri 1216 (1932).

Foster v. Missouri Commission for the Blind, 327 Missouri 416 (1931).

Gwaltney v. Missouri Commission for the Blind, 322 Missouri 44 (1929).

Hale v. Stimson, 198 Missouri 134 (1906).

Handlin v. Morgan County, 57 Missouri 114 (1874).

Hyatte v. Wheeler et al., 101 Missouri App. 357 (1903).

Jennings v. City of St. Louis, 332 Missouri 173 (1933).

Keith v. Missouri Commission for the Blind, 15 S.W. 2d 793 (1929).

Kelley et al. v. Andrew County, 43 Missouri 338 (1869).

Martin v. Missouri Commission for the Blind, 15 S.W. 2d 792 (1929).

Montgomery County v. Gupton, 139 Missouri 303 (1897).

Moore v. State Social Security Commission, 233 Missouri App. 536 (1938).

Price v. State Social Security Commission, 232 Missouri App. 721 (1938).

Scotland County v. McKee, 168 Missouri 282 (1902).

Shelley v. Missouri Commission for the Blind, 309 Missouri 612 (1925).

Shields v. Johnson County, 144 Missouri 76 (1898).

Smearing v. Thompson, 329 Missouri 565 (1932).

State v. Allen, 174 Missouri 689 (1903).

State v. Cole County Court, 80 Missouri 80 (1883).

State v. Dreher, 137 Missouri 11 (1897).

State v. Greaves, 243 Missouri 540 (1912).

State v. Moore, 121 Missouri 514 (1894).

State v. Steelman, 318 Missouri 628 (1927).

State v. Terry, 201 Missouri 697 (1907).

State ex rel. Palmer v. Thompson, 317 Missouri 903 (1927).

State v. Wilson, 288 Missouri 315 (1921).

Thomas v. Macon County, 175 Missouri 68 (1903).

Watson v. Kerr, 312 Missouri 549 (1926).

APPENDIX III

FORTY-FIVE SKETCHES OF COUNTY CARE OF THE POOR ILLUSTRATING ARRANGEMENTS BEFORE 1900 AND A LIST OF COUNTIES WITH DATES OF ESTABLISHMENT OF ALMSHOUSES

The brief county sketches are not complete enough to picture the care of the poor in any one county, but taken together show the various methods used in earlier years in dealing with the poor and the development from the boarding out system to the county farm.

Barry

March, 1859, the County Court ordered the sheriff of the county to let out, to the lowest bidder at the court house door, for the term of twelve months, a pauper. The sheriff reported the sale of this pauper to J. Y. Thomas for \$15.00 per year, payable quarterly.¹ Before the acquisition of a poor farm the poor were given by the County Court to any householder who would support them for reasonable board. In April, 1867, the superintendent of the poor was ordered to look for a suitable site for a county farm. There seems to have been some delay, for the poor farm was not actually purchased until August, 1872. It consisted of eighty acres and cost \$1,000. A building of hewed logs was completed soon after the purchase. The first manager of the farm kept the poor at the rate of \$5.00 per month each. In 1874, the price was \$7.00 per month. In 1875, the price was again reduced to \$5.00 per month. In 1877, the superintendent agreed to pay \$2.60 per acre for the farm and accept \$6.00 per month for the support of each poor person. In 1878, the superintendent paid \$60.00 per year rent and received \$4.70 per month for each poor person. It is quite evident from the various changes of managers of the farm and from the description that the farm was given to the lowest bidder. In April, 1875, three inspectors of the poor

¹Encyclopedia of History of Missouri, V, 73.

farm and house were appointed. These inspectors were referred to later as poor farm commissioners and appear to have been a continuous commission from 1875 to the date of recording (1888). A county physician was also appointed in 1875. In 1885, mention is made again of the appointment of a county physician. The county pauper tax of 1870 was \$251.07.¹

Barton

Barton County did not have a poor farm in 1889, but this designation was commonly applied to the farm of the "keeper of the poor." The poor were kept temporarily at this farm pending placement with farmers or others who boarded them. At that time the county paid \$2.25 per week per person.²

For the year 1888 Barton County paid the Poor Commissioner \$150.00, the county physician \$270.00, pauper accounts \$2,708.76 and expenses for the insane \$874.25, making a total of \$4,003.01 for poor relief.³

Bates⁴

December, 1881, the County Court purchased 160 acres at \$15.00 per acre to be used as a county farm. The farm had two buildings, the main one being a two-story frame house with six rooms. About 1883, the average number of county dependents was eight a year and cost the county between \$12.00 and \$15.00 per year.

Benton⁵

The County Court purchased a poor farm in 1869. It was located about three and a half miles from the county seat. The farm was experimented on a few years; the place was then abandoned and the farm sold.

¹History of Newton, Lawrence, Barry and McDonald Counties Missouri (Chicago: Goodspeed Publishing Co., 1888), pp. 604, 605.

²History of Hickory, Polk, Cedar, Dade and Barton Counties Missouri (Chicago: Goodspeed Publishing Co., 1889), p. 517.

³Ibid., p. 503.

⁴History of Cass and Bates Counties Missouri (St. Joseph, Mo.: National Historical Co., 1883), p. 965.

⁵History of Cole, Moniteau, Morgan, Benton, Miller, Maries and Osage Counties Missouri (Chicago: Goodspeed Publishing Co., 1889), p. 478.

Buchanan

The first poor person in Buchanan County mentioned petitioned the County Court for relief October, 1840, stating that rheumatism had deprived him of the use of his hands. The County Court granted him \$15.00 per month for three months. This method of relieving the poor was followed by the County Court until 1850 when a farmer was authorized to maintain the poor at \$5.00 per month each. The county provided clothing and medical attendance. This arrangement was followed for two years. The poor were then placed with a judge who kept them until 1857 and received \$80.00 per year for each person. In 1857, the County Court purchased for \$3,500.00, 140 acres two miles from town. The poor were kept on this farm until 1868 when it was purchased by the superintendent of the farm for \$4,200.00. During this period there were four superintendents of the farm. They received the use of the farm and from \$75.00 to \$80.00 per year for each poor person. The county provided clothing and medical care. The three years following, the poor were boarded with a doctor in town who served the county both as physician and superintendent of the poor. For a few months preceding the purchase of another county farm in August, 1871, the poor were boarded at the home of another physician who served both as physician and superintendent of the poor. These physicians received 50 cents per day for each poor person and the county furnished everything except food. The second farm consisted of 160 acres and cost the county \$11,000.00. It had on it a large frame house which had been built before the war to be used as a summer resort. In September, 1871, the poor were moved to the new farm. At that time there were seven men and six women in the institution.

There were nine superintendents appointed between 1871 and 1898. The first received a salary of \$100.00 per month and the county provided for the inmates and retained the services of a county physician for medical care. The next three superintendents were also on a salary which ranged from \$60.00 to \$100.00 per month. During the last four years of the third superintendent's administration he fed the inmates for 9 cents per day and the county paid all other expenses. The sixth superintendent was paid 30 cents per day for feeding, clothing, and maintaining the inmates, the county keeping up the repairs on the farm and pro-

viding medical attention. He also had the use of the farm and such labor as was available from the patients. The seventh superintendent was appointed with the same contract but in September, 1896, the County Court ordered the superintendent to be placed on a salary of \$75.00 per month and all expenses to be paid by the county. The salary system was still in effect in 1898.

In 1873, a frame house was built for the temporary use of the county insane wards who had been returned because of the overcrowded condition in the state hospital. They were sent to the second state hospital on its completion. It burned in 1879 and they were again placed in temporary quarters. In August, 1880, the County Court appropriated \$10,000 for a building to house the insane. This building was completed February, 1881, was modern and had room for 150. Later this building was used to house the incurable insane, the curable ones being maintained at Hospital No. 2 after it was rebuilt. In 1898, the county was supporting 120 at Hospital No. 2.¹

Biographies were recorded of two of the later superintendents of the poor farm. One was born in Ireland and his work record showed that he had been a retail liquor dealer, a live stock dealer, a city weighmaster as well as a superintendent of the poor farm.² The other one was born in Virginia. He was employed as a farm hand, later taught school, contracted for railroad supplies and was an extensive farmer. He served as county treasurer after being superintendent of the poor farm.³

Caldwell⁴

The county farm was purchased April, 1873, and occupied March of 1874. It contained 220 acres and cost \$18.83 per acre. They had five superintendents during the period 1874 to 1886.

Camden⁵

Prior to the purchase of a poor farm December 12, 1883,

¹History of Buchanan County and St. Joseph (Historical and Biographical Daily News, St. Joseph Publishing Co., 1898), pp. 158 ff.

²Ibid., p. 513.

³Ibid., p. 379.

⁴History of Caldwell and Livingston Counties Missouri (St. Louis National Historical Co., 1886), p. 253.

⁵History of Laclede, Camden, Dallas, Webster, Wright, Texas, Pulaski, Phelps and Dent Counties (Chicago: Goodspeed Publishing Co., 1889), p. 308.

Camden's County Court supported their poor by appropriation from the county treasury. The farm had two large hewed log houses united by a hall. The farm improved cost \$2,750.00.

Cass¹

August 27, 1870, Cass County purchased 120 acres seven miles from the county seat to be used as a poor farm. They paid \$1,625.00 for the farm. The first superintendent was appointed in 1871. A five year contract beginning March 1, 1879, between the county court and the superintendent of the poor farm provided for the superintendent to board, care for and keep the poor of the county for \$7.00 per month per capita.

Cedar

In 1889, Cedar County's poor farm consisted of 160 acres located near Paynterville. It was provided with comfortable log and frame buildings. It was supposed to be adequate to the demands upon it at that time and had generally been managed with ability and integrity.²

The County Court was organized April 7, 1845, and on May 8 of the same year \$6.00 was allowed to Hiram Province for keeping a pauper three months.³ For the year ending April 30, 1889, the total county expenses were \$13,481.99. The cost of the poor for the same year was \$506.00.⁴

Clark⁵

Until the purchase of the poor farm April 11, 1859, the dependents of Clark County were cared for by appropriations made by the County Court. These appropriations were allotted to designated commissioners who expended them for the benefit of the poor. The poor farm consisted of 160 acres purchased by the county for \$2,500.00 from Catlet Lelew and wife and 37 acres donated to the county by Mr. Lelew and his wife. Buildings were erected and the farm was described as being in a good state of

¹History of Cass and Bates Counties Missouri, p. 295.

²History of Hickory, Polk, Cedar, Dade and Barton Counties Missouri, p. 406.

³Ibid., p. 398.

⁴Ibid., p. 355.

⁵History of Lewis, Clark, Knox and Scotland Counties Missouri (Chicago: Goodspeed Publishing Co., 1888), p. 299.

cultivation, everything in good order and the poor well cared for. The population of the farm averaged from 18 to 20 during the 1880's. The superintendent had the use of the farm and took care of the poor placed on the farm for a stipulated price for each individual. Even after the farm was purchased the County Court made some appropriations to help poor persons who were not entirely dependent upon the county for their support who lived outside the almshouse.

Clinton

About 1850, Clinton County realized that provision would have to be made for the poor. There were not many so that it seemed more economical to board them with private individuals than to provide a county farm, and during the next ten years they were cared for in this manner. December 4, 1860, the County Court purchased 160 acres, paying \$1,600.00, to be used as a poor farm. They sold this farm in 1873 and purchased 156 acres nearer the county seat. This second farm had two frame buildings which included six rooms that could be used for inmates. There were two apple orchards, two wells and a spring on the farm. Before 1881, the number of inmates had not exceeded ten and the average number was generally from five to seven. In 1881, the superintendent of the poor farm paid \$350.00 per year for rent and the county paid \$1.75 per week for boarding each poor person. The county furnished the clothes, beds and bedding and heating stoves. Wood from the farm was used as fuel.¹

Cole

The first ward of Cole County was a child named Marion Cole. In 1823, the County Court granted William Taylor \$59.00 for caring for this child.²

Cooper

In 1821, a paralyzed soldier who was a resident of Cooper County became dependent upon the county. The County Court was unable to provide care for less than \$2.00 per day plus the expense of medical care. At that time the whole county revenue

¹History of Clinton County Missouri (St. Joseph: National Historical Co., 1881), p. 328.

²History of Cole, Moniteau, Morgan, Benton, Miller, Maries, and Osage Counties Missouri, p. 224.

(in 1822 the annual revenue was \$718.00) was less than the cost of his maintenance. The County Court was in a dilemma, so they appealed in 1822 to the General Assembly of the state for help. The General Assembly refused and the Court levied during the years 1823 to 1828 a special tax of 50 per cent of the state revenue tax, being an amount equal to the whole general county tax. It is thought that the soldier died in 1828 as only 10 per cent of the state revenue tax was levied and no more mention was made in the Court record.¹

Dade²

In Dade County the poor were cared for by appropriations from the public treasury until the purchase of a county farm about 1890. At the time of purchase the farm had a two-story frame building.³

Davies⁴

July, 1873, the County Court purchased 100 acres, paying \$2,000.00, to be used as a poor farm. They had it ready for occupancy the following month and notified the persons who had the poor in charge to bring them to the farm.

Franklin⁵

A reference to the indigent in the records of Franklin County Court during the July term of 1821 states that Benjamin Heatherly was allowed \$25.00 for keeping a pauper.

Gentry⁶

November 3, 1879, the County Court purchased a farm cost-

¹Henry C. Levens and Nathaniel M. Drake, History of Cooper County (St. Louis: Perrin and Smith, Printers, 1876), p. 63.

²History of Hickory, Polk, Cedar, Dade and Barton Counties Missouri, p. 457.

³History of Dade County (St. Joseph: Pioneer Historical Co., 1917), I, 248.

⁴History of Davies County Missouri (Kansas City: Bird-sall and Dean, 1882), p. 316.

⁵History of Franklin, Jefferson, Washington, Crawford and Gasconade Counties (Chicago: Goodspeed Publishing Co., 1888), p. 286.

⁶History of Gentry and Worth Counties Missouri (St. Joseph: National Historical Co., 1882), p. 224.

ing \$1,150.00. Two years afterwards they contracted for a frame building costing \$1,000.00. The building was large enough to accommodate the poor, the average number at the time being about twelve a year.

Greene

In July, 1855, the County Court authorized the buying of 200 acres and levied 12 1/2 cents on the \$100.00 valuation for buildings and making other improvements on the farm.¹ The farm was used for the care of the poor until 1873 when 80 acres were purchased just outside the city limits of Springfield, the county seat. Since most of the poor came from Springfield, the County Court thought the second farm more convenient. They built a two-story brick house on the farm. This was used as the county farm until 1890 when the County Court sold it for \$25,211.30 and purchased 9 acres five miles from Springfield for use of the county poor. On the third farm they built a large brick house. The reason for changing farms in 1890 was the increase in the value of the property due to the growth of Springfield. They also needed more rooms for the poor.²

Harrison³

The first reference to the care of the poor in Harrison County was in June, 1847. Henry Fuller, county sheriff, let John Richardson, a pauper, to the lowest bidder. John Foster took him at \$38.00 for the twelve months following. This was evidently not an uncommon way of caring for the poor in the county, as later references tell of other sales of paupers. In 1866, final arrangements were made by the County Court for the purchase of 280 acres to be used as a county farm. Two years later necessary buildings were erected and from then on the county poor were cared for at this institution.

¹History of Greene County Missouri (St. Louis: Western Historical Society, 1883), p. 232.

²Jonathan Fairbanks and Clyde Edwin Tuck, Past and Present of Greene County Missouri (Indianapolis: A. W. Bowen and Co., 1915), I, 177, 178.

³History of Harrison and Mercer Counties (Chicago: Goodspeed Publishing Co., 1888), p. 248.

Henry¹

Before the purchase (in April, 1871, of an improved farm of 160 acres for \$7,200.00) the County Court appointed a man to act as superintendent of the poor. They were boarded at different places, arrangements being made for them wherever people would take them. The poor farm was described as two miles from the county seat, one of the best farms in the county, affording a pleasant and comfortable home for the county wards. After the purchase of the farm, the County Court appointed a manager of the farm and a county physician in addition to the superintendent of the poor. The farm did not pay one-fourth of its expenses until the last quarter of the year ending February 1, 1878. During November and December of 1877 and January, 1878, an income of \$596.77 was received from farm products. The expenses during the same period were \$518.23, showing a surplus of \$78.54. In 1883, the farm had nine inmates.

Hickory²

In an early description of the Hickory County officials there were listed tax receipts for certain years calling attention to the "healthy public economy." The historian added that in the meantime the court house and jail had been erected and running expenses of the county paid. His comment follows: "These were true nation builders transmitting to posterity great and rich empires, void of paupers, poorhouses and asylums."

Holt³

One hundred and forty-five acres were purchased by the County Court in the spring of 1873. A large two-story brick house was built on it for care of the poor. The entire cost of the farm and improvements was \$10,077.00.

Jackson

The purchase of the poor farm in Jackson County was

¹History of Henry and St. Clair Counties Missouri (St. Joseph: National Historical Co., 1883), pp. 260, 261.

²History of Hickory, Polk, Cedar, Dade and Barton Counties Missouri, p. 238.

³History of Holt County Missouri (St. Joseph: Historical Publishing Co., Press Midland Printing Co., 1917), pp. 82, 83.

brought about by the pressure of the taxpayers for a more economical method of caring for the poor. There were very few applications for relief when the county was first organized. By 1850, the County Court was frequently being charged exorbitant prices by private individuals for the care of the poor. In 1852, a farm of 160 acres located ten miles from Independence, the county seat, was purchased.¹ For the year 1879 the number of inmates on the farm averaged 40 3/4. The cost was \$59.47 per year per capita or \$1.10 1/2 per week or 15 3/4 cents per day per capita.² The next year the average number was 51, the cost per year per capita \$72.02 1/2 or \$1.38 1/2 per week or 19 1/2 cents per day.³

An inventory of the poor farm taken February 28, 1881, listed among other things three carpets, two bedsteads, two white blankets, two mattresses, one medicine desk, one domestic sewing machine, one wash stand, twenty-eight chairs, one bathing tub, sixteen stoves and sixty lounges with blankets.⁴ In 1879, in expenditures, a superintendent's salary was listed as \$300.00, a physician's \$325.00, ice costs \$21.59, and there were coffins costing \$48.00. Salaries in 1880 listed the superintendent at \$500.00, the physician at \$318.61, a matron at \$150.00, a steward at \$277.00, a cook at \$192.00, the medicine costs \$138.45, the coffins \$49.51, and the transportation of paupers \$35.60.⁵

Jefferson⁶

December, 1851, the County Court appointed three commissioners to select a suitable poor farm. The farm of 160 acres was purchased from two parties, the deeds being dated 8/27/1852 and 12/21/1853. In 1888, the buildings on the farm included a frame house for the superintendent and a large two-story hewed log house for the county wards. There were some smaller buildings in all accommodations for thirty inmates. The average number for the year was from 22 to 25. The total expense of the farm for the year 1887 was \$1,767.57 and relief granted to the poor outside the

¹A History of Jackson County Missouri (St. Joseph: Pioneer Publishing Co., 1881), p. 224.

²Ibid., p. 225.

³Ibid., p. 227.

⁴Ibid., p. 228.

⁵Ibid., p. 224.

⁶History of Franklin, Jefferson, Washington, Crawford and Gasconade Counties, p. 390.

farm was \$1,209.72.

Knox¹

Before the establishment of the county farm in Knox County, the poor were cared for by appropriations made by the County Court from the county treasury. As early as 1859, the county appropriated some "swamp land" as a poor farm and in the fall of that year built at a cost of \$1,400.00 a two-story frame house containing four rooms on each floor. The complete title to the land was not obtained until November, 1869, when it was given to the county by the state. Part of the time during the year 1887 there were as many as nine inmates. The County Court supported about the same number outside the poorhouse. In 1887, the superintendent paid \$2.00 per acre for the use of 100 acres of the farm for the year. He received \$3.50 per week per capita, \$2.50 for boarding and \$1.00 for washing. When extra care was needed he received an additional 75 cents per week per person.

Lawrence

In November, 1846, the County Court of Lawrence County allowed a resident of the county \$12.00 for taking care of a poor person. On June 30, 1848, this same poor person was buried by the county, the costs being \$5.00. March, 1847, \$10.00 was appropriated for the support of a married couple and a blind man.² February, 1869, the names of six poor persons were listed in the county paper (Spring River Fountain) and their sale ordered to be made for the year.³ February, 1868, an agent of the county purchased 240 acres for \$374.00 to be used as a poor farm. A building which was erected soon after the purchase, cost \$2,345.00.⁴ The county poor fund as listed for a ten-year period follows:

Year ending May 1, 1875	\$1,972.59
May 1, 1876	2,135.90
May 1, 1877	1,620.80
February, 1879	1,469.00
February, 1881	2,102.63
February, 1882	3,033.68

¹History of Lewis, Clark, Knox and Scotland Counties Missouri, p. 665.

²History of Newton, Lawrence, Barry and McDonald Counties Missouri, p. 430.

³Ibid., p. 433.

⁴Ibid., pp. 437-38.

Year ending February, 1883	\$2,528.57
February, 1884	2,390.05
February, 1886	3,125.78 ¹
February, 1887	4,694.62 ¹

Lewis²

The first poor farm of 80 acres was purchased July, 1871, for \$4,000.00. In May, 1885, the County Court purchased an addition to this costing \$1,050.00. The farm was ready for occupancy April, 1873. In 1887, there were twenty-six inmates, two being colored; the management was described as being economical, efficient and successful. June, 1886, a demented inmate killed an old man inmate with a hoe.

Lincoln³

November, 1865, the County Court appointed an agent to select a proper site for a poor farm. In 1866, he made his recommendation and 160 acres at \$20.00 per acre were purchased. Immediate plans were made for buildings and furniture. The first superintendent agreed to furnish the services of himself and his wife in caring for the farm and the poor for a year for \$650.00. It appears that similar arrangements were made during the next twenty years, with lower salary. It is described as being \$400 per year, sometimes less and sometimes more."

Maries⁴

The County Court took care of the poor by contracting with private parties for their maintenance. Maries had no poor farm.

Marion

In 1844, the County Court held a school fund mortgage on 160 acres, located three miles from the county seat. Four years later the land was sold under the mortgage and bought by the County Court for a poor farm. The land was in the brakes of a

¹Ibid., pp. 440 ff.

²History of Lewis, Clark, Knox and Scotland Counties Missouri, p. 202.

³History of Lincoln County Missouri (Chicago: Goodspeed Publishing Co., 1888), pp. 278, 279, 280.

⁴History of Cole, Moniteau, Morgan, Benton, Miller, Maries and Osage Counties Missouri, p. 601.

river, stony, and only about 25 acres could be cultivated. The farm was let out to the lowest bidder. On a visit made in January of 1899, the house was described as a two-story brick building with walls cracked and the roof so much in need of repair that the rain and snow poured in on the inmates. The plastering was about half off and the holes and cracks were filled with filth and vermin. The stairway was rickety and there was no bath or toilet in the house. Kerosene lamps furnished the lights.¹

Mercer

The first poor farm of 319 acres was purchased for \$3,000.00 in December, 1869.² The second one of 152 acres was purchased for \$5,500.00 in December, 1895. It was located two and a half miles from the county seat.³

Miller⁴

From reports it appears that Miller County did not own a poor farm until recently. However, in 1875, the County Court appointed a person known as a county farm superintendent. In 1840, the first poor made mention of were farmed out.

Moniteau⁵

For the year ending June 20, 1856, eleven persons were reported as being supported by the county. In May, 1861, \$1,000 was appropriated from the county funds for relief of soldiers' families. The county farm was evidently purchased before 1881 as the County Court ordered a building for the use of the county insane on the farm that year.

Morgan⁶

Prior to 1877, the County Court rented a farm from Mr.

¹George W. Pine, "Marion County Farm," Proceedings of the Missouri State Conference of Charities and Corrections, November, 1911.

²History of Harrison and Mercer Counties, p. 411.

³Rogers' Souvenir History of Mercer County, Missouri (Trenton, Mo.: W. B. Rogers Printing Co., 1911), p. 79.

⁴History of Cole, Moniteau, Morgan, Benton, Miller, Maries and Osage Counties Missouri, p. 539.

⁵Ibid., p. 328.

⁶Ibid., p. 413.

G. J. Harvey and placed the poor on it. In February, 1877, the County Court purchased the Harvey farm for \$1,500.00. It was located three miles from the county seat.

Newton¹

Before 1873, the county poor were taken care of by people who were paid by county warrants. In August, 1873, the county rented a brick house and evidently paid \$400.00 per year including salary of the superintendent. The records name three superintendents; the second received \$390.00 and the third \$300.00, another case probably of letting to the lowest bidder. In March, 1884, another change of superintendents was made but about this time the county bought a farm of 120 acres paying \$1,500.00 for it.

Nodaway²

February, 1871, the County Court appointed a commission to select a poor farm. One hundred and sixty acres costing \$5,137.00 were purchased shortly afterwards. There was a good well on the farm and the house was large, containing some twelve or fourteen rooms. The first three years thereafter the county paid a stipulated sum per week to a man for feeding and taking care of the poor and he paid \$300.00 per year rent for the use of the county farm. Later the superintendent of the poor farm was paid \$500.00 a year for operating the farm and taking care of the indigents, the county receiving the proceeds of the farm. During the first three years there was an average of five inmates. By 1882, the average was ten.

Pike³

February, 1860, the County Court purchased 191 and a fraction acres for \$5,751.70. The farm was located five and a half miles from the county seat. In 1883, the farm was managed by a superintendent who furnished a team. He received \$350.00 per year and board for himself and family. Inmates who were able

¹History of Newton, Lawrence, Barry and McDonald Counties Missouri, pp. 247, 248.

²History of Nodaway County (St. Louis: National Historical Co., 1882), pp. 337, 338.

³History of Pike County (Des Moines, Ia.: Mills and Co., 1883), pp. 224, 225.

were expected to assist with the work. The products of the farm were used for food or sold. When sold the proceeds were used for clothing for the inmates and other expenses pertaining to the farm. With this management the cost per day did not exceed 18 cents per capita and reports indicate that there was sufficient and nutritious food and plenty of warm clothing. During the summer there were usually from twenty to twenty-five inmates and in the winter from forty to fifty.

Platte

March, 1848, the County Court purchased 160 acres for a poor farm.¹ May of the same year they ordered the building of a frame house.² This farm was sold November 6, 1865, for \$5,100.00 and another farm of 160 acres nearer the center of the county was purchased for \$3,000.00.³ In 1859, the superintendent of the poor paid \$2.50 per acre rent for use of farm and was allowed \$2.00 per week board for inmates.⁴ By 1883, the county was paying an average of \$85.00 per year per capita for inmates on the farm and \$57.00 per capita for the care of poor on the outside. Each insane county ward was costing \$150.00 per year. At that time the county farm had ten inmates and eighteen were being cared for by outdoor relief.⁵ In 1887, the County Court gave an order for the seven insane county wards who were in the State Asylum No. 2, located at St. Joseph, to be brought to the poor farm. They evidently planned to save money by this act but there was such general condemnation of it that they returned the patients to the state institution.⁶ The second county farm was sold and records of March, 1895, show that the poor were living on a rented farm of 80 acres. The county paid \$260.00 rent and \$1.00 per week board for each inmate.⁷ A short time afterwards the County Court bought the farm they were renting for \$3,100.00. It was located one and a half miles from the county seat.⁸

¹William McClung Paxton, Annals of Platte County Missouri (Kansas City, Mo.: Hudson Kimberly Publishing Co., 1897), p. 98.

²Ibid., p. 101.

³Ibid., p. 400.

⁴Ibid., p. 276.

⁵Ibid., p. 771.

⁶Ibid., p. 857.

⁷Ibid., p. 1033.

⁸Ibid., p. 1036.

Pulaski¹

The county farm purchased in 1876 cost \$2,250.00. It was located two miles from the county seat. In 1889, the farm was described as having about 100 acres under cultivation and log and frame buildings in a "somewhat inferior condition." At that time there were twelve inmates, two men and eight women. Two were reported as of unsound mind.

Putnam²

A county farm was purchased 1868 and the next year the County Court made an agreement with two men to take charge of it. They were to pay \$2.00 per acre for improved portion and to be allowed \$1.00 per day for each day spent in resetting fencing and \$3.50 per 100 rails hauled and put in the fence. There was no mention of the poor and it is quite probable that the farm was not ready for occupancy. In 1888, the farm was described as having two houses 100 feet apart, one a two-story frame building with seven rooms and the other a four-room house. The farm was located one mile from Lemen station. The largest number of inmates during the three years preceding 1888 was thirteen and the smallest seven.

Randolph³

The County Court purchased the first county farm in 1878 for \$2,000.00. In 1884 the brick house and outbuildings on the farm could accommodate about fifty inmates.

St. Clair⁴

The county farm was purchased February, 1871. It contained a fraction over 236 acres and cost \$2,900.00. In October, 1872, an inventory of the farm listed the following: poor farm, \$2,900.00; implements, \$634.97; other expenditures, \$1,307.20; total value, \$4,842.17. At the time the commissioners felt that

¹History of Laclede, Camden, Dallas, Webster, Wright, Texas, Pulaski, Phelps and Dent Counties Missouri, p. 120.

²History of Adair, Sullivan, Putnam and Schuyler Counties Missouri (Chicago: Goodspeed Publishing Co., 1888), p. 529.

³History of Randolph and Macon Counties Missouri (St. Louis Historical Co., 1884), p. 124.

⁴History of Henry and St. Clair Counties, Missouri, p. 881.

the poor were well taken care of but suggested that the fences and farm implements needed more attention and care.

Schuyler¹

The poor were cared for by appropriations made by the County Court to individuals for keeping them from the organization of the county to 1873 when the first almshouse was completed. Just before the almshouse was built the county was supporting twenty to thirty poor persons at an average cost per person of \$37.00 per quarter year. The almshouse was completed October, 1873, and the County Court then required all persons on public relief to go at once to the county farm or support themselves. The number of county dependents was reduced to about one-third of the former number. The farm had over 200 acres and the two-story frame building 24 x 32 feet in size, cost \$1,585.00. The first superintendent agreed to feed, clothe and care for the poor for \$8.00 per month per person in addition to the use of the farm and buildings. The only difference in 1888 appears to be the price paid for inmates. The superintendent then received \$6.00 per month instead of \$8.00.

Scotland²

Before the purchase of the county farm in 1876, the dependents of the county were provided for by appropriations from the county treasury. In 1887, temporary relief was still given by that method to a limited number outside of the poorhouse. The first poor farm consisted of 100 acres purchased March, 1876, and sold 1883. The second one, also 100 acres, was purchased March, 1886, for \$3,000.00. In 1887, the buildings were described as ordinary farm buildings. There were only three inmates. That year the superintendent was paying \$200.00 for the use of the farm. The county paid him \$2.50 per week for boarding and caring for each inmate and furnished medicine, medical care and clothing for inmates.

¹History of Adair, Sullivan, Putnam and Schuyler Counties Missouri, pp. 662, 663.

²History of Lewis, Clark, Knox and Scotland Counties Missouri, p. 450.

Sullivan¹

May, 1869, the County Court appropriated \$1,250.00 for the purchase of a poor farm and took possession of the farm the following October. The farm included 230 acres and had two houses which would accommodate fifteen. In 1888, they reported five inmates. For that year the superintendent of the county farm was paying \$297.00 for the use of it and was required to keep free of charge any number of inmates not to exceed ten. If the number exceeded ten he was to be paid extra.

Texas²

Private individuals entered into contract with the County Court to care for the county poor until the year 1868. In May of that year the poorhouse was opened. The first superintendent was unable to write his name. March, 1869, the County Court gave the superintendent a three-year lease of the house and grounds, some stock, furniture, implements and all produce of the farm. In return the superintendent was to feed, clothe and treat in a humane manner poor persons placed in his charge. He was to clear 25 additional acres of land.

Washington³

Before the purchase of a poor farm in 1882 the County Court cared for the poor by employing one or more responsible persons to provide for them at a fixed rate. May, 1882, the County Court purchased a 320 acre farm located about six miles from the county seat, paying \$4,000.00 for it. By the first of November of the same year, a new building, costing \$1,890.00, was completed. The house was a one-story frame, 60 feet long with a hall running lengthwise and rooms on each side. The dining room was at one end of the building. The first superintendent was appointed to serve from November 1, 1882, to March 1, 1884. He had the use of the farm and all proceeds from it (with some restrictions) and received \$4.50 per month for each poor person the court

¹History of Adair, Sullivan, Putnam and Schuyler Counties Missouri, p. 152.

²History of Laclede, Camden, Dallas, Webster, Wright, Texas, Pulaski, Phelps and Dent Counties Missouri, p. 441.

³History of Franklin, Jefferson, Washington, Crawford and Gasconade Counties, p. 487

sent to the farm. In return he was to provide food, clothing, beds, and everything necessary for the comfort of the poor people in his care. This contract was renewed for one year and then renewed the second time for four years.

In 1883, the County Court erected a small building (24 x 28 feet) on the farm for the incurable insane county dependents. The superintendent was allowed extra compensation for the care of the insane wards. In 1888, at the time of recording the county farm had twenty-two inmates, two being insane. That was reported as the average number. For the year 1887, the county paid \$1,477.00 for the support of the poor.

Webster¹

By 1889, Webster had had two poor farms. The first one was seven miles from town. The second one was only one mile. It contained twenty acres and was purchased in 1883. About twenty-one persons a year were cared for on this farm.

¹History of Laclede, Camden, Dallas, Webster, Wright, Texas, Pulaski, Phelps and Dent Counties Missouri, p. 195.

COUNTIES WITH DATE OF ESTABLISHMENT OF
ALMSHOUSE¹

Jackson.....	1852	Audrain.....	1870
Jefferson.....	1852	Cass.....	1870
Osage.....	1853	Henry.....	1871
Greene.....	1855	Lewis.....	1871
Buchanan.....	1857	Nodaway.....	1871
Clark.....	1859	St. Clair.....	1871
Knox.....	1859	Barry.....	1872
Callaway.....	1860	Caldwell.....	1873
Clinton.....	1860	Davies.....	1873
Pike.....	1860	Holt.....	1873
Cole.....before	1861	Schuyler.....	1873
Ralls.....	1861	Pulaski.....	1876
Harrison.....	1866	Scotland.....	1876
Lincoln.....	1866	St. Louis City.....	1876 ²
Texas.....	1867	Morgan.....	1877
Lawrence.....	1868	Randolph.....	1878
Putnam.....	1868	Gentry.....	1879
Benton.....	1869	Moniteau.....before	1881
Mercer.....	1869	Bates.....	1881
Sullivan.....	1869	Washington.....	1882

¹The exact dates for the establishment of all of the county farms are not available and there are also conflicting reports concerning some of the dates. This is largely due to the fact that distinction was not always made between the boarding out farm and the county farms. While in general the dates or approximate dates are correct it is impossible to claim exact accuracy for all of them. The dates for the counties up to and including Dade were taken from the early histories (see county sketches, pp. 193 ff.), and The State Board of Charities and Corrections, Bulletin No. 1 (May, 1910), p. 6. Where there were conflicting reports between the two, the histories were taken to be more reliable as the later information was given by county officials. With the exception of Miller County the approximate dates of the other counties were established by comparing the counties with no almshouses in 1892, 1897, 1903-10, 1911-12, 1922, 1933 and 1935. See Table 11. These years were selected because the information concerning almshouses appeared to be more accurate than in some of the other years. In a few of the counties, reports are not consecutive and it is possible that these counties leased or bought a farm some years and returned to outdoor relief at other times. For Miller County see Gerard Schultz, History of Miller County Missouri (Jefferson City, Mo.: Midland Printing 1933), p. 61.

²When St. Louis City and St. Louis County separated in 1876, St. Louis City was given control of the almshouse. St. Louis County boards its poor in the city almshouse. See State Board of Charities and Corrections, Biennial Report, 1929-30, p. 43.

Counties with Date of Establishment of Almshouse (Continued)

Webster.....second one	1883	Perry.....before	1892
Camden.....	1883	Pettis.....before	1892
Newton.....	1884	Ray.....before	1892
Cedar.....before	1889	St. Charles.....before	1892
Polk.....before	1889	St. Francois.....before	1892
Dade.....about	1890	Ste. Genevieve....before	1892
Adair.....before	1892	Saline.....before	1892
Andrew.....before	1892	Scott.....before	1892
Atchison.....before	1892	Shelby.....before	1892
Bollinger.....before	1892	Stoddard.....before	1892
Boone.....before	1892	Vernon.....before	1892
Butler.....before	1892	Warren.....before	1892
Cape Girardeau...before	1892	Barton.....between	1892-1897
Carroll.....before	1892	Crawford.....between	1892-1897
Charlton.....before	1892	Dallas.....between	1892-1897
Christian.....before	1892	Howell.....between	1892-1897
Clay.....before	1892	New Madrid.....between	1892-1897
DeKalb.....before	1892	Stone.....between	1892-1897
Douglas.....before	1892	Wayne.....between	1892-1897
Franklin.....before	1892	Dent.....between	1903-1910
Grundy.....before	1892	Dunklin.....between	1903-1910
Howard.....before	1892	Gasconade.....between	1903-1910
Iron.....before	1892	Laclede.....between	1903-1910
Jasper.....before	1892	Pemiscot.....between	1903-1910
Johnson.....before	1892	Worth.....between	1903-1910
Lafayette.....before	1892	Ripley.....about	1911
Linn.....before	1892	Wright.....about	1911
Livingston.....before	1892	McDonald.....since	1922
Macon.....before	1892	Maries.....since	1922
Mississippi.....before	1892	Shannon.....since	1922
Monroe.....before	1892	Miller.....	1930 ¹
Montgomery.....before	1892		

¹Information available from Table 11 and early histories and reports indicate that the counties of Carter, Hickory, Madison, Ozark and Taney have never maintained almshouses. Although Table 11 shows that the counties of Oregon, Phelps and Reynolds maintained almshouses for short periods, it is thought that these were really boarding farms rather than almshouses as established by the Act of 1843.

APPENDIX IV

INTER-STATE LETTERS

Miss Woods, Director of the County Emergency Relief in a county adjoining Missouri complained of indifference on the part of Missouri officials in ignoring letters concerning out-of-state residents and in refusing to aid in returning them to the state. She sent the following correspondence regarding the Sampson and Perry families to illustrate the attitude of Missouri officials. The names are fictitious. The letters did originate in an adjoining state but not in Arkansas, and were sent to counties in Missouri, not however, to Cooper and Howell counties.

CARROLL COUNTY EMERGENCY RELIEF
Eureka Springs, Arkansas
June 9, 1937

Mrs. Mae Campbell, Director
Cooper County Relief Administration
Boonville, Missouri

Dear Mrs. Campbell: Re: Sampson, James 1877
 Sampson, Dolores, Dau. 1916

The above named man and his daughter, Dolores, have applied to this office for assistance. They stated that they lived in Cooper County, Missouri for nineteen years previous to going to California, March 16, 1936. Mr. Sampson returned to Jackson Co. in December, 1936 and came to this county in February, 1937. Dolores returned from California and came directly to this county in March, 1937.

Mr. Sampson owns a farm of 140 acres in Cooper County. There is a Government Loan of \$6,200.00 against the farm. There has not been any interest or taxes paid for the past year. His son-in-law, John Adams and wife, Leona, are now living on the farm.

Mr. Sampson had a sale and disposed of all his implements and stock before going to California. He has used the proceeds of this sale to maintain himself until this time. The short time they were in California, they were living at Viailia. Dolores had irregular employment while there, sufficient only to care for her own needs.

Shortly after going to California Mr. Sampson's health began to fail and he returned to the home of his brother in Jackson County. While there he consulted his physician and found that he had carcinoma of the liver. He has been at the home of his sister since last March. He is now bedfast and under the care of a local physician. His daughter stated today that he is steadily growing weaker but may live for some time yet.

This family is asking for assistance with their medical bills. Dolores would be glad to secure employment but she is needed in the home to care for her father. Will you kindly verify their residence in Missouri and also the property which they own? Would it be possible for them to secure a mortgage or loan on this property to take care of their needs? Will you verify their residence and authorize their return if Mr. Sampson becomes able to travel? If not, will Cooper County take the responsibility for their care while they are living here?

We feel that this family is in need of assistance and would appreciate hearing from you at your earliest convenience.

Sincerely yours,

Erma Woods
Director of Relief

CARROLL COUNTY EMERGENCY RELIEF

Eureka Springs, Arkansas

June 23, 1937

Mrs. Mae Campbell, Director
Cooper County Relief Administration
Boonville, Missouri

Dear Mrs. Campbell: Re: Sampson, James, and Dolores, daughter

We wrote to you on June 9th regarding the above named man and his daughter. I hope that you will not feel that we are presuming too much in writing to you again. The daughter was in our office today and stated that her father is suffering a great deal and is in constant need of medical attention and she feels that they are not able to assume this responsibility.

They have not had any returns from their farm in Missouri for the past three years and Dolores says it has not even paid expenses.

I believe that I neglected to mention in my other letter that Mr. Sampson has a daughter, Mrs. Leona Adams, living near Boonville, on her father's farm. She may be able to give you considerable information.

Any assistance that you could give this family will be appreciated and they are anxiously waiting to hear from you. An early reply will be appreciated.

Thanking you, I am,

Sincerely yours,

Erma Woods
Director of Relief

COOPER COUNTY RELIEF ADMINISTRATION

Boonville, Missouri

June 28, 1937

Re: Sampson, James 1877
Sampson, Dolores 1916

My dear Miss Woods:

We have verified the property interest of the above man and find the mortgage is held by Tri-City Loan Co., and there can be no additional loan made on the farm.

Missouri is the legal residence of the family and we authorize their return at your expense should you think it the best plan. Our county cannot, at this time, assume the care of this family.

Trusting this is your desired information,

Very truly yours,

Mae Campbell
County Social Worker

CARROLL COUNTY EMERGENCY RELIEF*

Eureka Springs, Arkansas

July 12, 1937

Mrs. Mae Campbell, Director
Cooper County Relief Administration
Boonville, Missouri

Dear Mrs. Campbell:

Re: Sampson, James

Your letter of June 28th received regarding the return of this man and his family to Boonville, Missouri.

I visited the home this morning and I find that Mr. Sampson's condition will not permit his being moved to Missouri at this time. As you know they are non-residents here and his illness and care for his family would involve considerable expense for this county, but we feel that they should have some consideration at this time.

They have already been given a small amount of assistance. Do you not have some plan whereby relief could be issued to this family in this County? Our office would be glad to co-operate with you in any way, and act as mediator in issuing any relief that your county sees fit to send.

We feel that something must be done to aid this family immediately. May we hear from you by return mail.

Thanking you for your co-operation, I am,

Sincerely yours,

Erma Woods
Director of Relief

*Note: The letter of July 12 was ignored by the Missouri Agency and the family never received any assistance as long as the man lived.

CARROLL COUNTY EMERGENCY RELIEF

Eureka Springs, Arkansas

July 24, 1934

Director of Relief
Howell County
West Plains, Missouri

Re: Perry, Grant, 63
Mattie, 37
Oscar, 32

Dear Sir:

Mr. Grant Perry who is now living on the John Beaver place near the Missouri State Line was in my office this morning asking aid.

While talking with Mr. Perry I learned that he had lived in Carroll County only since April of this year. From 1929 to April 1934 he lived in West Plains, Howell County, Missouri. This establishes his residence there. You can, no doubt, verify his residence there through Rebecca Royce, from whom he rented while living there.

There are three members of the family and it is necessary that they have assistance at once. They have sold most of their chickens lately to buy what groceries they had to have. They have only one horse and a few chickens left and, being unable to get work on account of drought they must have some help.

Please advise me at once what plan you have for this family.

Very truly yours,

Erma Woods
County Director

August 31, 1934

Auditor's Office
Carroll County
Eureka Springs, Arkansas

My dear Sir:

James E. Smith, county clerk, has received notice to Auditor to remove Pauper in re Grant Perry formerly of West Plains, Missouri. In this notice you notify Mr. Smith that unless said pauper is removed, Howell County, Missouri, will be held liable for all expenses incurred in his behalf. Mr. Smith requests that I write you that he will not sign the notice and that the county cannot be held for such expenses. There is not a law in Missouri that would make them liable when paupers are out of the county and state.

Mr. Perry's former home is West Plains, and if he is desirous of getting there, he will have to pay his own transportation or make other arrangements. The county does not have any available funds for such and refuses to take any obligations to incur expenses.

Yours very truly,

Martha J. Martin
Welfare Interviewer
West Plains, Missouri

Eureka Springs, Arkansas
September 3, 1934

Martha J. Martin
Welfare Interviewer
West Plains, Missouri

Dear Madam: Re: Perry, Grant

I have your letter about the above party in which you state that your County will not return him to West Plains.

I am asking if you will see that he has a place to move to there if this County will finance his return to that place?

Please let me hear from you as soon as possible.

Respectfully,

Hayes A. Johnson
Deputy Auditor

September 6, 1934

Hayes A. Johnson
Deputy Auditor
Carroll County
Eureka Springs, Arkansas

Dear Mr. Johnson:

Re: Perry, Grant

In reply to your inquiry of September 3, 1934 in regard to Grant Perry in which you ask if the county will see that he has a place to move, if Howell County would finance his return.

I have contacted the relief clerk at West Plains where Mr. Perry claims residence and he says Mr. Perry lived in the Rebecca Royce property eight or ten years ago, and then moved to North Missouri.

When he returned, he did not make his residence at West Plains. The informant says the Perry family has always been on relief and as far as he could learn he did not have any relatives who could assist him in any way. There is no place for him to move, or to reside if his transportation was paid to this county.

Very truly yours,

Martha J. Martin
Welfare Interviewer

CARROLL COUNTY EMERGENCY RELIEF

Eureka Springs, Arkansas

November 12, 1935

Miss Emma Moore
Senior Visitor
West Plains, Missouri

Re: Perry, Grant '71
Mattie '97

Dear Miss Moore:

The above captioned people came to Carroll County 4-1-34 from near West Plains Missouri where they had resided on a farm from 1929 to 1934.

On August 31, 1934 a non-resident notice was served on Mr. Perry and a copy was sent to the auditor of Howell County Missouri, and last spring a letter was written to the Relief Office of your county relative to Mr. Perry as he was in asking for aid.

Today temporary relief was given Mr. Perry.

We are kindly asking that you verify his residence and authorize his return.

Yours very truly,

Erma Woods
County Director

November 18, 1935

Miss Erma Woods
County Welfare Director
Eureka Springs, Arkansas

Re: Perry, Grant '71
Mattie '97

Dear Miss Woods:

Referring to your letter of November 12, concerning the above named family, we wish to advise they are legal residents of Howell County Missouri and authorize their return at your expense.

Sincerely,

Emma Moore
Senior Visitor

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INDEX

Adult poor, territorial provision for, 21, 178
 Adair County, transportation of poor from, 53
 Aged poor:
 —as beneficiaries of poor laws, 21, 22, 165
 —in institutions, 75, 80, 86, 89, 108-9
 See also Almshouses; Old age pensions; poor farms
 Almshouses:
 —county, 30-31, 62-63, 67-68, 71, 73, 74, 75, 86, 90, 181, 193-211
 —counties in Missouri without, 60-61
 —establishment of, 6, 41, 43, 59, 62, 166
 —statutory provisions for, 28-31, 179
 food served in, 87-89
 hospital care in, 82, 86
 inmates of, see Inmates of almshouses
 insane poor in, 75, 81-84, 104, 105
 list of, with dates of establishment, 212-13
 medical care in, 51, 52, 86-87
 rating of, 93-94
 removal of special groups from, 168-69
 sleeping arrangements in, 89-90
 superintendents of, 30, 44, 68-72, 86-87, 193-211
 See also Poor farms, county district, 174
 —St. Louis, see under St. Louis City; St. Louis County
 Andrew County, 35
 Apprenticeship:
 —laws, 19-21, 24, 166, 168, 178, 179, 180, 185
 Assistance programs, 162-63, 167, 169, 174

Assistance programs (Continued)
 See also Blind pensions; children, dependent, old age pensions; relief, work relief programs
 Audrain County, hospital, 32
 Barry County, 90, 193-94
 Barton County, poor farm, 44, 194
 Bates County, poor farm, 194
 Beneficiaries under poor laws of Missouri, 21-22, 164
 Benton County, 45, 62, 194
 Bethesda Foundlings Home, 49
 Blind, 21, 22, 75, 86, 95, 106-7, 126, 130, 165, 169, 184, 188
 —laws concerning, 179, 184, 186, 187, 190
 —"light perception of," 127-28
 Boarding out system of relief, 22, 43-46, 59, 62, 193-211
 Boone County, 32, 81
 Buchanan County, 9, 52, 82, 89-90, 195-96
 Burial costs of the poor, 26-27, 52-53, 58, 103, 123, 178
 Butler County, almshouse, 90, 93
 Caldwell County, 178, 196
 Callaway County, 32, 64, 66
 Camden County, poor farm, 196-97
 Cancer commission of Missouri, 95, 122-23, 166, 168, 189
 Cape Girardeau, 1, 3, 64, 90, 92, 93
 Carter County, population of 10
 Carthage, 180
 Case County, poor farm, 197
 Case loads, for general relief, 152-55, 175
 Cedar County, poor farm, 197

Charities, private, subsidies for, 48-51
 Charities and corrections, board of, see Missouri, State Board of Charities and Corrections
 Chariton County, 28, 73, 74, 101
 Child welfare division of Missouri, 122, 190
 Children:
 — blind, maintenance of, 106-7, 165
 — colored
 — apprenticeship of, 20, 179, 180
 — in Missouri, 113
 — crippled, 95, 120, 166, 175, 188, 190
 — deaf, maintenance of, 106, 107, 165
 — dependent, 19-21, 28, 49, 54-57, 75, 80, 120-23, 164, 165, 166, 168, 178, 185
 — state aid to, 165
 — amount of, 144, 147, 190
 — applications for, 145-46
 — eligibility for, 144-45
 — recipients of, 146-48
 — social data, 147-48
 — temporary care for, 95
 — See also Mothers' aid
 Children's Bureau of Missouri, 120, 121, 184
 Civil works program, 157, 160
 Civilian conservation corps, 154, 156, 169
 Clark County, poor farm, 197-98
 Clay County, almshouse, 90, 93
 Clinton County, 53, 89, 198
 Cole County, 56, 63, 97, 98, 198
 Colored Orphan's Home, 49
 Cooper County, 59, 197-98
 Counties of Missouri, 5, 6, 8, 9-15, 76-79, 132-33, 170-73
 County:
 — agricultural agents, 149
 — as administrative unit for poor relief, 6, 22-23, 48, 95
 — boards of visitors, 42, 182
 — courts
 — care of non-residents by, 25, 99, 167, 179

County (Continued)

— courts
 — care of poor deaf and blind children by, 107-8
 — care of tubercular patients by, 114-15
 — decisions on admission to poor farms, 71
 — establishment of, 24-25
 — financing of private agencies by, 49
 — granting of mothers' aid by, 55-56
 — granting of relief by, 25, 99
 — jurisdiction of apprentices by, 20-21
 — placing of children in foster homes by, 120
 — taxes levied by, 33-34
 — transportation of non-residents by, 25
 — transportation of tubercular patients by, 114, 115
 — hospitals, 31-32, 59, 118-20, 182, 183
 — infirmaries, 31, 32, 59
 — patients
 — cost of, to counties, 169-74
 — in Missouri state sanatorium for tubercular patients, 114, 117, 118, 185, 189
 — in state hospitals, 96, 98, 101, 102, 103, 183, 185, 189
 — in Missouri state school, 113
 — in St. Louis City sanatorium, 105
 — pensions, 46-48, 195
 — physicians, 51-52, 194, 195, 201
 — social security commissions, 140
 — superintendents of public welfare, 43, 168, 186
 — warrants, 46, 48
 Criminal insane in state hospitals, 96, 181
 Crippled children, see children, crippled
 Cripples, 21, 22, 75, 86
 Dade County, county farm, 199
 Daviess County, 178, 199

- Deaf, 75, 95, 106-7, 124, 165, 179, 180
- Deaf-mutes in almshouses, 86
- Dependent children, see Children, dependent
- Dependency, factors causing, 164
- Drought relief, 148-49, 160, 188
- Dumb, laws concerning, 179, 180
- Dunklin County, almshouses, medical care in, 87
- Eleemosynary institutions, 106, 119, 122, 123-24, 125, 131, 174, 181, 183, 186, 189
- Board of managers of, see Missouri, board of managers of state eleemosynary institutions
- Emergency relief, see Relief, emergency
- Employment in almshouses, 90-91
- Epileptics:
- children of, 55
- in almshouses, 75, 84
- in state institutions, 95, 111-14
- Farm security, 169
- Farming out system of relief, see Boarding out-system of relief
- Farmington, state hospital, 96
- Federal aid:
- for aged, 135, 138, 140
- for blind, 130
- for dependent children, 165
- for emergency relief, 151
- for unemployment relief, 150-51
- Federal emergency relief administration, 160, 161, 162
- Federal surplus commodity corporation, 157
- Feeble-minded, 35-37, 55, 75, 84-85, 95, 111-14, 178
- Foreign born in Missouri, 4-5
- Foster homes for dependent children, 120-22, 123, 165
- Franklin County, 199
- Fulton:
- school for the deaf, 106
- state hospital, 95
- Funeral expenses of poor persons, 26-27, 52-53, 103, 123, 178
- General relief, see Relief, general
- Gentry County, poor farm, 199-200
- Government patients in state hospitals, 96
- Grants-in-aid, 48-51
- Greene County:
- poor farm, 63, 200
- colored population of, 81
- population of, 9
- Guardians:
- board of, 41, 167, 180
- of county pensioners, 47
- of insane poor, 24, 164
- Handicapped, 75, 81
- Hannibal, 10, 49
- Harrison County, almshouse, 93, 200
- Henry County, poor farm, 201
- Hickory County, 201
- Holt County, poor farm, 73-74, 201
- Home for dependent children, 121-22
- Hospital board, county, 32
- Hospital care, in county almshouses, 82, 86
- Hospitals, state, see State hospitals
- Howard County, almshouse, 81
- Indiana Territory, poor laws, 21, 22-23
- Indigents, see Poor
- Indoor relief, see Almshouses; Poor farms
- Infirm, 75, 164
- Infirmaries, 31, 32, 59, see also Almshouses, Poor farms
- Inmates of almshouses, 75
- activities of, 90-93
- age of, 75, 80
- physical well-being of, 66
- race of, 75, 81
- voting privileges of, 92

Insane:

- asylums
 - county, law concerning, 181
 - state, see State hospitals
- children, 28
- children of, 55
- criminals in state hospitals, 96, 181
- property of, see Property of insane
- residence of, 97-100
- soldiers, in state hospitals, 97

Institutional care:

- of special dependent classes, see special institutions, i.e. Missouri cancer hospital; Missouri confederate soldiers' home; Missouri state school; state hospitals, etc.
- of the poor, see Almshouses; Poor farms
- Institutional programs, 167, 168-69
- cost of, 174

Jackson County:

- almshouse
- colored population of, 81
- library, 93
- medical care in, 86-87
- population of, 75
- salaries, 71
- mothers' aid in, 54, 56, 57
- poor farm, 201-2
- population of, 9
- subsidizing of private agencies by, 49

Jails, medical care in, 51, 52

Jasper County, 9, 52, 119-20

Jefferson County, 52, 202-3

Johnson County, 39, 93, 99-100

Joplin County, contracts for funerals of poor in, 53

Juvenile courts, 120

Kansas City, Missouri, 5, 9, 10, 49

"Keepers of the poor," 44

Kings Daughters, 49

Knox County, poor farm, 62, 203

Laclede County, 27, 90

Lawrence County, poor farm, 203-4

Lease system or poor farm management, 69-72

Legal aid, 34-40, 178

Lewis County, poor farm, 204

Lincoln County, poor farm, 204

Linn County, poor farm, 64

Little Prairie, 3

Livingston County, almshouse, 93

Lunatic asylums, 96

See also State hospitals

Macon County, 98

Maries County, care of poor, 204

Marion County, 49, 59, 204-5

Medical care:

- during quarantine, 52
- of indigent crippled children, 95, 166, 188
- for insane criminals, 96, 181
- for insane, in almshouses, 69, 84, 86
- for poor, 31-32, 51-52, 57-58, 86-87, 169, 175
- for sick and handicapped, 166

Mercer County, poor farm, 205

Miller County, 38, 205

Mining in Missouri, 11, 18

Mississippi County, 49

Moniteau County, 97

— poor farm, 205

— insane on, 205

Monroe County, almshouses, 89

Montgomery County, 100

Morgan County, 27

— poor farm, 205-6

Mothers' aid, 54-57, 168, 183, 184, 185, 188

— eligibility for, 54-55

See also Children, dependent

National youth administration, 161-62

Nevada, Missouri, state hospital, 96

New Bourbon, 3

New Madrid, 1, 3, 5

Newton County, poor farm, 206

- Nodaway County, poor farm, 206
- Non-residents:
 —insane, 98-99
 —relief for, 25, 26, 167, 179, 214-24
 —transportation of, 25, 53-54, 58, 214-24
- Northwest ordinance of 1787, 3
- Old age assistance:
 —boards, county, 131, 134, 138-39
 —program, 167, 168
- Old age pensions, 165
 —administration of, 136-37, 138-40
 —applications for, 134-36, 140-42
 —court decisions concerning, 137-38
 —eligibility for, 131, 134, 137-38, 189, 190
 —federal grants for, 135, 138, 140
 —funds for, 134, 135, 139, 141, 143
 —laws concerning, 189, 190
 —recipients of, 142-44
- Orphans, apprenticeship of, 19, 178
- Osage County, 63, 66
- Outdoor relief, 32, 33, 43-58, 165, 169, 175
- Perry County, almshouse, 92
- Pettis County, 49, 52
- Phelps County, 29-30, 111
- Pike County, 32, 81, 206-7
- Platte County, 59, 207
- Poor, ix, 21, 178, 181
 —farms
 county:
 cost of, 73-74
 development of, 193-211
 housing on, 66-67
 management of
 lease system of, 69-72
 salary system of, 30, 69-72
 purchase of, 29-30, 59, 180
 size of, 63-66
 See also Almshouses,
 county
 district, 186
 private, 44, 46
- Poor (Continued)
 —felons, 35-38, 178
 —funeral expenses of, 26-27, 52-53, 58, 103, 123, 178
 —houses, see Almshouses
 —insane, see Insane poor
 —laws of Missouri, ix
 —administrative unit for, 6, 22-23, 95
 —beneficiaries under, 21-22, 164
 —changes in, 168-69
 —judicial decisions concern-
 ing, 19-40, 167, 191-92
 —list of, with dates, 178-92
 —necessity for revision of,
 ix
 —legal aid for, see Legal
 aid for the poor
 —"person," 39-40, 178
 —medical care for, 31-32, 51-52, 57-58, 86-87, 169, 175
 —preference to, in state in-
 stitutions, 95
 —relief, see Relief
 —responsibility for, 22, 95, 166
 family, 21, 28, 137, 138, 167, 180
 —selling of, 24, 44, 166, 193, 200, 203
 —transient, 23
 —veterans, in state insti-
 tutions, 108-11
- Population
 —of almshouses, 74-86
- Preventive social legislation, 176
- Private, 48-51, 96, 97, 101, 102, 105, 113, 115, 117, 118
- Property:
 —of applicants for pensions, 129, 130, 131, 137, 138
 —of insane, 167
 decisions relative to, 100-1
- Provident Association, 49
- Public welfare, 43, 154, 168, 176, 190
- Pulaski County, poor farm, 208
- Putnam County, 34, 208
- Quarantine, medical care
 —during, 52

- Randolph County, poor farm, 208
- Receiving homes for dependent children, 121, 122, 165, 186
- Reconstruction finance corporation, 150, 188
- Red Cross, 49
- Relief, administration of, ix, 6, 22-23, 48, 95 167, 175
- and reconstruction commission, state, 150, 154
- commission, state, 139, 150, 161
- cost of, 143, 147, 151, 158-59, 160-61, 169, 174
- by counties, 170-73
- drought, 148-49, 160, 188
- eligibility for, 21-22, 23, 25, 26, 28, 54-55, 96-97
- emergency, 150, 155, 189
- federal, 151, 160, 161, 162
- for non-residents, 25-26, 167, 179, 214-24
- general, 175
- case load, 152-55, 175
- cases, study of, 155-56
- recipients of, 155-56
- size of grants, 155
- grants, inequality in, 175
- subsidy policy of, 49-51
- unemployment, 149-51, 156-57, 160-63
- Residence, a qualification for relief, 23, 25, 26, 96-100, 166, 178, 183
- Responsibility for poor, 22, 95, 166
- family, 21, 28, 137, 138, 167, 180
- Ripley County, 44
- Rural resettlement administration, 162
- St. Ann's Orphanage, 49
- St. Charles, 1, 3
- St. Clair County, poor farm, 208-9
- St. Francois County, county physician, 52
- St. Joseph, 10, 32, 33, 95
- St. Louis:
- City, 9, 49, 56, 71, 75, 81, 82, 86, 104-6
- population of, 9, 10
- County, 6, 9
- almshouse, 33, 59
- poor farm, 28-29, 178
- population of, 9, 10
- Salary system of poor farm management, 30, 69-72
- Sales tax, 151, 189, 190
- Saline County, 30, 46, 81
- Schuyler County, almshouse, 209
- Scotland County, 99, 209
- Scott County poor farm, 66, 210
- Sedalia, Charity Organization Society of, 49
- Settlement, see Residence
- Shannon County, 37
- Social legislation, preventive, 176
- Social security, board, federal, 135, 139, 140, 167
- commission, state, 122, 136-37, 139, 140, 145, 154, 157, 161, 167, 190
- See also Blind pensions; Children, dependent; Mothers' aid; Old age pensions
- Social welfare boards, city, 32-33, 42, 184, 186
- Soldiers, insane, in state hospitals, 97
- Spanish settlement of Missouri, 1-3
- State:
- aid
- to blind, 126-31
- to cancer patients, 123
- to crippled children, 120
- to dependent children, see Children, dependent, state aid to
- to insane, see State hospitals
- to tubercular patients, 114, 118, 120
- boards, commissions, etc., see under Missouri
- hospitals, 95-104, 166
- admission requirements to, 168
- admissions to, 101, 103-4
- eligibility for county care in, 96-97

- State (Continued)
 hospitals (Continued)
 laws concerning, 179,
 180, 181, 182, 189
 patients in, categories
 of, 95-97
 institutions, 95, 169
 aged poor in, 108-9
 responsibility for, 124-25
 state investment and ex-
 penditures for, 125
 patients
 in St. Louis City sani-
 tarium, 105
 in state hospitals, 96
 in state school, 112, 113-
 14, 185-86
 sanatorium for incipient
 tuberculosis, see
 Missouri, state sana-
 torium for incipient
 tuberculosis
 school, see Missouri,
 state school
 university hospital, 120
 Students, relief for, 162
 Subsidy policy of relief,
 48-51
 Sullivan County, poor farm,
 210
 Surplus commodity distribu-
 tion, 150, 154, 157

Taxation, 22, 32-34, 127,
 129, 151, 189, 190,
 194
 Tennessee poor laws, 22

Texas County, poorhouse,
 210
 Transient relief program,
 160
 Transportation of poor, 23,
 53-54, 58, 103, 107,
 108, 115, 123, 183, 214-
 24
 Tubercular patients, 86-87,
 95, 114-20
 Tuberculosis hospitals, laws
 concerning, 166, 183,
 184-85, 187, 190

Unemployment relief, 147-51,
 164, 166

Vagrants, 24, 164, 166, 178
Veterans' homes, 108-11, 181
Visitors, county boards of,
 42, 182
Vital statistics, bureau of,
 73
Vocational training, 95, 127,
 165
Voting privilege, 92, 110-11

War veterans, homes for, 95,
 165
Washington County, 82-83, 210
Wayne County, population of,
 10
Webster County, poor farms,
 211
Work relief programs, 156-57,
 160-63
Works progress administra-
 tion, 154, 160-61

